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FOLLOW-UP TO THE WORLD SUMMIT FOR SOCIAL DEVELOPMENT

Priority theme: Productive employment and sustainable livelihoods

Report of the Secretary-General

1. In its resolution 1996/7, the Economic and Social Council endorsed the agenda and multi-year programme of work of the Commission for Social Development, including the priority theme for the Commission's 35th session: "Productive employment and sustainable livelihoods". As part of the priority theme, the Commission will consider the following specific topics: (a) the centrality of employment in policy formulation, including a broader recognition of work and employment; (b) improving access to productive resources and infrastructure; and (c) enhanced quality of work and employment. To assist the Commission in its deliberations, the Secretary-General transmits to the Commission a report prepared by the task manager, the International Labour Office, with contributions from the United Nations system.

2. The topics identified need to be viewed within a broader social, economic and political context. The consequences of high levels of unemployment are well-known: poverty, an issue of global concern on which the World Summit for Social Development[1] helped to focus attention, is often tied to high levels of unemployment and underemployment. High and persistent levels of unemployment not only cause a loss of potential output but also can create a sense of frustration and lost esteem in individuals and families which may lead to personal and social disintegration. Of central importance is Commitment 3 of the Copenhagen Declaration on Social Development, which commits Member States "to promoting the goal of full employment as a basic priority of our economic

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and social policies, and to enabling all men and women to attain secure and sustainable livelihoods through freely chosen productive employment and work".[2]

3. The attention of the Commission is drawn to several interlocking themes:

(a) Full employment is well established in the goals and objectives of the United Nations system: the Charter of the United Nations, in Article 55, makes explicit reference to the need to promote, inter alia, "higher standards of living, full employment, and conditions of economic and social progress and development"; the Declaration of Philadelphia in 1944 contained a strong commitment to the pursuit of full employment; the Articles of Agreement of the International Monetary Fund refer to the promotion and maintenance of high levels of employment among its objectives. Yet, particularly during the past two decades, achieving the goal of full employment has generally received low attention. A central challenge for Governments is how to fulfil the commitment made at Copenhagen to restore full employment to the centre of economic and social policies. The Commission can serve as a forum for the exchange of experience Governments and the private sector have had in the pursuit of full employment. Attainment of the objective of full employment also requires an understanding of the obstacles to giving a higher priority to the goal of full employment.

(b) Policy makers generally agree that to increase employment opportunities, savings and investment levels and hence economic growth have to be raised worldwide. There is a close linkage between employment and economic growth. In many countries, however, priority has been accorded to containing inflation, public spending and fiscal deficits. The increasing pace of globalization and liberalization has given the objectives of competitiveness and cost-cutting greater priority. Financial liberalization and the rapid global integration of financial markets have induced policy makers to be increasingly cautious; the financial community is particularly sensitive to the fear of inflation even though there is currently little evidence of a resurgence of inflation. Only a few countries have been able, through a judicious combination of liberalization and of public policy combined with increased savings and investment in both the public and the private sectors, to achieve high economic growth and job creation.

(c) Promoting full employment globally will require strengthened international economic cooperation. In recent years such cooperation has focused on issues such as opening of markets, providing finance for structural adjustment programmes, maintaining fiscal and monetary discipline, and promoting environmental sustainability. Attention must also be given to increasing global levels of savings and investment for accelerated growth, and channelling a significant portion of these resources to parts of the world which have not benefited from robust economic growth. This approach would not absolve individual countries from adopting policies to improve their macroeconomic balances, to strengthen the efficiency of their public sector and to enhance the framework for a dynamic private sector.

4. At the substantive session of the Economic and Social Council in 1997, the theme for the high-level segment will be "Fostering an enabling environment for development - financial flows, including capital flows, investment and trade".

In light of the theme chosen for the high-level segment, the Commission may wish in its deliberations to highlight the social and employment consequences of actions aiming to foster an enabling environment for development.

Notes

[1] See Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995 (United Nations publication, Sales No. 96/IV.8).

[2] Ibid., chap. I, resolution 1, annex I, sect. C.

Annex

REPORT PREPARED BY THE INTERNATIONAL LABOUR ORGANIZATION ON PRODUCTIVE EMPLOYMENT AND SUSTAINABLE LIVELIHOODS

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I. INTRODUCTION

1. Over the past six years, the United Nations has convened eight global conferences (the World Summit for Children, the World Conference on Education for All, the United Nations Conference on Environment and Development, the World Conference on Human Rights, the International Conference on Population and Development, the World Summit for Social Development, the Fourth World Conference on Women, and the United Nations Conference on Human Settlements (Habitat II)). The United Nations system has embarked on a unified follow-up to these global conferences, seeking to strengthen collaboration among United Nations organizations in their programmes to assist countries in achieving conference goals and the eradication of poverty. The present paper deals with the follow-up to Commitment 3 of the Copenhagen Declaration on Social Development,[1] a commitment to promoting the goal of full employment. It is important to note, however, that there are complementarities in the follow-up to all these global conferences and the present paper has to be situated in this broad context.

2. The Programme of Action listed a vast array of actions to be taken by Governments and civil society in support of the goal of expanding productive employment and reducing unemployment. These were grouped under five main areas of action, namely:

(a) Ensuring the centrality of employment in policy formulation;

(b) Education, training and labour policies;

(c) Enhanced quality of work and employment, including the safeguarding and promoting respect for basic workers' rights;

(d) Enhanced employment opportunities for groups with specific needs;

(e) Promoting a broader recognition and understanding of work and employment.

3. Since then a number of activities directed at giving effect to the parts of the Programme of Action relating to employment and sustainable livelihoods have been initiated. A major activity has been that of the Administrative Committee on Coordination (ACC) Task Force on Employment and Sustainable Livelihoods, which was set up in October 1995 to define a framework for coordinated inter-agency action at the country level in this field. To this end, the Task Force has undertaken employment policy reviews in a sample of six countries, chosen to represent the diversity of circumstances faced by economies in different regions and at various levels of development, with a view to providing a sound empirical basis for defining the framework and modalities for inter-agency efforts at the country level. These country reviews are being completed and a synthesis report based on them will be submitted to the April 1997 session of the ACC.

4. Another significant development was the discussion on "Employment policies in a global context" in the 83rd session of the International Labour Conference,

held in June 1996. The conclusions of this discussion that were adopted by the Conference represent the consensus reached by the representatives of Governments and of worker and employer organizations from countries across the world at all levels of development. These conclusions strongly endorsed the objective of full, productive and freely chosen employment and defined a framework for policies to achieve this. That framework covered the creation of an enabling global environment for employment growth, policies to enhance the adaptability of the labour market and the efficient use of human resources applicable to countries at all levels of development, as well as policies specific to developing, transition, and industrialized countries. Since this framework will now guide policy development by Governments and the social partners in ILO member States, the conclusions of the conference discussion can be seen as a significant step in advancing the implementation of the Copenhagen Programme of Action.

5. Against this background, the objective of the present paper is to consolidate further the follow-up process on employment and sustainable livelihood by putting up for discussion in the Commission an up-to-date review of a wide range of employment policy issues in developing, transition and industrialized countries. In doing so it will be bringing to the attention of the Commission the outcome of recent studies and discussions on the subject. The paper also seeks to contribute to the work of the Commission in developing a common framework for the implementation for conference outcomes and establishing a coherent system that would result in clear policy recommendations for Governments and international actors. This is reflected in the attempt in the paper to focus on key employment policy issues within a coherent overall framework of economic, social and environmental policy. This approach, insofar as it succeeds in translating the myriad actions listed in the Programme of Action into a practicable core of strategic policy interventions, will make the task of monitoring implementation more manageable and effective. In addition the paper has sought to present specific policy recommendations in areas where it judges that a broad convergence of views exists but, as will no doubt be appreciated, divergent views continue to exist on a number of other important issues. On these latter issues the major contending viewpoints are presented in lieu of recommendations.

II. OVERALL FRAMEWORK FOR EMPLOYMENT POLICY

6. All economic and social policies assume meaning only in relation to their objectives. These objectives have to be defined as clearly and precisely as possible. With respect to employment policy the objective should be the attainment of full employment. Elaborating on Commitment 3 in the Copenhagen Declaration, paragraph 4 of the "Conclusions concerning the achievement of full employment in a global context: the responsibility of Governments, employers and trade unions" of the 1996 International Labour Conference reaffirmed that "the objective of full, productive and freely chosen employment through higher, sustained economic growth should remain a major goal of economic, social, and employment policies as Governments, employers' and workers' organizations adapt to a rapidly changing global market. High and productive levels of employment through enterprise development are fundamental means of combating poverty, of ensuring equity, of meeting peoples' aspirations for participation in economic

and social life, and for preserving social cohesion".[2] Paragraph 7 of the Conclusions also maintains that "the objective of full employment is valid for all countries although the concept may have to be interpreted differently for developing countries. Since in many of these countries, only a minority of the employed are in formal wage employment in the modern sector (the rest being in peasant farming, casual and contract labour or low productivity self-employment in the informal sector), progress towards full employment must be measured by using a combination of indicators. These include the rate of growth in modern-sector employment and changes in real average earnings and the degree of open and disguised unemployment and underemployment in the rural and informal sectors".[2] Viewed in this way according to the same paragraph, "full employment provides a notion around which policies can be formulated for raising both the volume and the quality of employment and, thereby, for ensuring that economic growth is equitable and poverty-reducing".[2]

7. That interpretation of the concept of full employment in developing countries effectively reconciles the apparently dichotomous concerns over "employment" on the one hand and "sustainable livelihoods" on the other (reflected in the title of this paper and the Copenhagen Declaration and Programme of Action). There is in fact no dichotomy since, in line with long-standing usage both internationally and nationally, the term "employment" covers not only regular wage employment but also all income-generating activities such as self-employment, including the rural and informal sectors. It does therefore cover livelihood although, as will be discussed below, the concept of sustainable livelihoods has wider implications.

8. The endorsement of the objective of full employment by the Social Summit, as well as by the International Labour Conference of 1996, has been particularly heartening in view of the growing strand of scepticism over the feasibility of attaining that objective in both academic and policy-making circles. This scepticism has sprung from a variety of sources: that high unemployment represents a voluntary economic equilibrium that is impossible to reduce without triggering off accelerating inflation; that rapid labour-saving technological change has ushered in an era of "jobless growth" and "the end of work"; and that heightened economic competition in the wake of the globalization of the world economy has emasculated the capacity of Governments to influence the level and quality of employment. However, a critical examination of the empirical bases for such claims in a recent ILO report, World Employment 1996/97, found them to be seriously wanting. In the light of this the report argued that, with sufficient political will and the sustained implementation of a comprehensive set of policies, full employment remains an attainable objective.

9. A core of these policies that is common to countries at all levels of development include the following:

(a) At the international level it will be important to sustain progress towards a more open and rules-based world economy characterized by freer flows of trade and foreign direct investment and increased financial flows. This will provide the basis for a more efficient allocation of resources in the world economy and thus higher growth from which all countries can potentially benefit through pursuing the right policies.

(b) Creating a stable political, economic and social environment since this is a requirement for sustained economic growth and employment creation. This includes a stable macroeconomic framework and "a legal and institutional framework that guarantees human rights, including freedom of association, secure property rights and the enforceability of contracts"[2] (para. 9 of the Conclusions).

(c) Providing a policy environment that provides the right incentives for productive investment, for structural change and for increased international competitiveness, while maintaining appropriate levels and quality of environmental assets. This should be supported by public action to promote improvements in the quality of infrastructure, in the skill level of the labour force and in innovation and research and development.

(d) Implementing labour market policies that facilitate worker adjustment and provide a safety net to those adversely affected by economic change; that promote skill development and increased employability; and that promote a sound and cooperative industrial relations system geared towards the raising of productivity and achieving higher non-inflationary growth.

(e) Implementing policies to protect vulnerable workers, to facilitate the reintegration of the long-term unemployed and the least endowed workers in terms of skills and assets into employment; to eliminate discrimination in the workplace and in access to employment; and to improve the quality of employment. In this connection it is appropriate to cite the injunction in the Copenhagen Declaration to "pursue the goal of ensuring quality jobs, and safeguard the basic rights and interests of workers and to this end, freely promote respect for relevant International Labour Organization conventions, including those on the prohibition of forced and child labour, the freedom of association, the right to organize and bargain collectively, and the principle of non-discrimination".[3]

(f) Developing tripartite forms of social dialogue among Governments, workers' and employers' organizations in support of employment generation as a priority item on the national policy agenda and promoting labour management cooperation which contributes to productivity enhancement and job creation.

10. In the pursuit of these policies it is important to recall the environmental sustainability aspects of growth contained in Agenda 21[4] and reiterated in the Copenhagen Declaration and Programme of Action. Economic growth is important for employment creation and the reduction of poverty but it should not be achieved at the cost of a continued deterioration of the global environment. It is thus important to avoid sources of growth detrimental to the environment and that are based on unsustainable patterns of consumption and production. At the same time it is important to exploit fully the potential for growth and employment creation of activities which repair or limit environmental damage such as energy conservation, sustainable forms of energy production, improvement of public transport, recycling, and measures to maintain biodiversity.

11. Policies and programmes to expand employment opportunities for the poor in developing countries should also be environmentally sustainable. As called for in Agenda 21 the concept of sustainable livelihood serves as an integrating factor that allows policies to address issues of development, sustainable resource management and poverty eradication simultaneously. Other merits of the sustainable livelihood concept include its highlighting of the complexity of the survival strategies of the poor; its focus on the household as an economic unit; its identification of complex linkages between poverty and health, education and training; and its emphasis on civil society participation in employment/ livelihoods policy-making.

12. In addition to the core of policies which influence employment growth in general, there also needs to be special emphasis on the gender dimension. Since the 1980s, women have been providing the bulk of all new labour supply around the world while male participation rates have been consistently falling. But in many countries much of the employment expansion for women has occurred in the context of continuing gender segregation within the labour market and their entry into atypical or non-standard forms of work. Although some women have made inroads into previously male-dominated occupations and breached the "glass ceiling", the majority continue to be disadvantaged and to face serious discrimination in the labour market. Sources of such gender-based discrimination are numerous, but they can be traced to two related sets of factors. First, the burden of family responsibilities, unequal opportunities for human resource development and unequal access to productive resources all work to women's disadvantage in the competition for jobs and promotion. Second, specific structures in the economy and labour market, such as persistent occupational segregation and concentration, discrimination in pay, limited representation of women in economic decision-making and collective bargaining structures, and other implicit or explicit policies exclude women from certain economic activities and reinforce their subordination in labour markets.

13. In response to these problems of discrimination and disadvantage faced by women, comprehensive countervailing policies are called for. To provide more and better jobs for women, policies should be gender-sensitive and the legislative and regulatory framework should ensure gender equality. In addition institutional structures and administrative mechanisms should be strengthened and social supports should be provided to enable women to harmonize work and family responsibilities. The participation of women in decision-making has to be enhanced; and positive socio-cultural attitudes and perceptions towards women should be promoted. More specifically:

(a) To provide more jobs for women, productive and remunerative employment opportunities should be made equally accessible to women and men and education and training for women and girls should be promoted so as to enhance their recruitment, career and employment security prospects, and entrepreneurship development. Access to productive resources (including credit, technology and marketing) should also be improved so that women can go into viable self-employment or set up businesses. Special attention should also be given to doing away with occupational segregation now present in the labour market. Similarly poverty alleviation efforts should ensure that poor women have the opportunity to earn a livelihood and support their families.

(b) To help remove discrimination in the labour market and promote gender equality in access to jobs, there should be the adoption of an equal employment opportunity policy. There should also be legislation to ensure equal pay for work of equal value. These policies should be supported by prudent application of positive or affirmative action to deal with the effects of past discrimination on women workers. The Platform for Action of the Fourth World Conference on Women calls on Governments, employers, trade unions and women's organizations to "implement and enforce laws and regulations and encourage voluntary codes of conduct that ensure that international labour standards, such as International Labour Organization Convention No. 100 on equal pay and workers' rights, apply equally to female and male workers" (A/CONF.177/20, chap. I, resolution 1, annex II, para. 178 (a)).

(c) To improve conditions of work for women, action should focus on improving occupational safety and health measures; and promoting family-friendly workplaces that enable workers to better combine work and family responsibilities. In particular, measures should be implemented to combat workplace discrimination against pregnant women, inadequate maternity benefits and biases against working mothers. There should also be special attention given to promoting social protection for vulnerable or marginalized groups of women workers, especially international female migrant workers, women in transition economies adversely affected by economic reforms and long-term unemployed older women workers.

(d) A particularly important recommendation is to improve employment security and working conditions for the increasingly large proportion of women workers who are in part-time, contract, seasonal, temporary, casual or home-based work. As more and more workers are going into non-standard forms of work, the challenge is to ensure that such non-standard forms of work are not sub-standard in terms of working conditions and social protection.

14. In addition to the detailed attention given to the employment situation of women, the Copenhagen Declaration and Programme of Action identify needed improvements in the design of policies and programmes to enhance employment opportunities for social groups with specific needs. Young people of working age everywhere continue to face unemployment or limited prospects for engaging in activities which provide them with an adequate livelihood and which can ensure them a footing on the ladder to a productive and secure future. At the same time, there is the opposite problem of the continued prevalence of child labour, often in inhumane and exploitative conditions. Such work not only blights the future of the children involved but also represents a short-sighted sacrifice by society. Investing in the nurture and education of these children would provide a high potential pay-off in the form of a more productive labour force. There are thus strong moral and economic arguments for eliminating child labour. But since this would mean that an economic safety valve, albeit a desperate one, is being blocked off for those involved, the elimination of child labour has to be achieved as part of a larger programme in which society provides alternative assistance or economic opportunity.

15. With this aim in view, ILO has developed and is implementing an extensive and innovative technical cooperation programme to support national efforts to eliminate child labour. Launched thanks to an important financial contribution

by the Government of Germany, the ILO's International Programme for the Elimination of Child Labour (IPEC) now receives support from a dozen additional donor Governments and is operating in 20 developing countries. IPEC activities are carried out in close cooperation with the United Nations Children's Fund (UNICEF) recently formalized through the signing of a letter of intent by the Executive Director of UNICEF and the Director-General of the ILO.

16. At the same time ILO is pursuing its normative work on child labour by promoting the ratification and implementation of the framework Convention No. 138, and by developing complementary standards focusing more sharply on the most intolerable forms of child labour as a target for rapid eradication.

17. In many countries older workers face obstacles to their continued employment while, at the same time, improved social security and pension provision have made it possible for more persons to opt for earlier retirement. Policy will in future need to give more attention to improving individual choice and flexibility: to allowing people to continue to work when they wish or need to do so, while encouraging those who can retire earlier to take up socially productive activities, remunerated or not, part-time or casual, as appropriate, and to create the conditions for this broader recognition of work and employment.

18. The range of employment opportunities for persons with disabilities needs to be widened. Much can be done by ensuring that regulations and public policy do not discriminate against persons with disabilities and by eliminating the negative stereotyping of persons with disabilities. To the extent possible, disabled persons should be encouraged and assisted to obtain employment in the "open market", and when this is not practical, appropriate adjustment in the workplace to accommodate persons with disabilities, and alternative forms of employment, should be emphasized.

19. It is also important to reiterate too that the Social Summit Programme of Action also calls for the full participation of indigenous people in the labour market and for intensified international cooperation and national attention to the situation of migrant workers and their families.

III. DEVELOPING COUNTRIES

A. Overall employment trends and problems

20. The problems of underemployment and unemployment remain serious in many parts of the developing world. On average, the labour force in developing countries has been growing at 2 per cent per annum, creating a considerable challenge of job creation for new entrants to the labour force (table 1). Added to this is the need to create higher productivity jobs for the large proportions of the current employed labour force who are engaged in low-productivity jobs in the rural and urban informal sectors that do not offer an escape from grinding poverty. Further pressure for employment creation in the urban industrial sector is generated by continuing rural to urban migration. There are thus huge unmet aspirations for more productive and better remunerated jobs in many developing countries. The benefits of effective population policies which

reduce the rate of population and increase the labour force are therefore quite clear.

21. The overall picture with respect to past employment varies considerably from region to region. With few exceptions, the rapidly growing economies in East and South-East Asia have seen sustained and high employment growth in the past two decades. The rate of employment creation has generally exceeded the rate of increase in the labour force. Moreover, there has been a high growth rate in manufacturing employment and of real wages in that sector, indicating a rapid shift of labour into modern sector employment. In Latin America and the Caribbean, the overall employment growth declined sharply during the years of debt crisis (1981-1985). It has since recovered. But for the most part, the current employment growth is still at a lower level than that in the pre-crisis period. Information is particularly limited on North Africa and the Middle East, as well as sub-Saharan Africa. Scattered data show that the employment situation has deteriorated throughout the region at the end of the oil boom, or as a result of a prolonged period of poor growth. In some countries, there has been a clear trend of rising open unemployment while in others there has been an adverse shift in employment towards low productivity segments of the informal sector. There has been a continued decline in the share of employment in the agricultural sector and a fairly generalized increase in manufacturing and other secondary sector activities (table 2.A). However, real earnings and productivity in the industrial sector have stagnated, even declined, in most developing countries outside East and South-East Asia. But the most striking feature of the recent development in employment structure is the general and significant increase (by 2 to 15 percentage points) in service sector employment. As the growth of manufacturing and other modern sector employment is lower than the growth of urban labour force, much of the rise in service sector employment has concentrated in the urban informal sector, which is characterized by low-productivity and severe underemployment. Notwithstanding this, it is important to note that the service sector is an important source of future employment growth since many service activities are labour-intensive and include high-productivity activities which support the growth of the modern sector.

Table 1. Labour force, employment growth and unemployment rates

	Growth of labour force (percentage, average annual growth)			Total employment growth (percentage, average annual growth)			Total unemployment rate		
	1975-1980	1981-1985	1986-1993	1975-1980	1981-1985	1986-1993	1975-1980	1981-1985	1986-1993
Latin America									
Bolivia	2.13	2.70	2.71	2.68	-0.38	1.97	5.48	13.50	19.50
Chile	2.54	2.58	1.98	3.74	0.95	3.33	12.92	14.30	6.01
Costa Rica	4.03	3.07	2.47	4.01	2.74	3.62	5.22	7.78	4.93
Jamaica	3.32	2.96	2.50	0.92	2.30	2.16	24.30	26.10	18.23
Panama	2.53	2.96	2.74	3.42	3.79	2.35	7.74	10.13	14.10
Nicaragua	2.70	3.78	3.94					3.20	8.33
Trinidad and Tobago	1.75	2.57	2.09	1.56	0.25	0.44	12.28	12.04	20.18
Venezuela	4.83	3.48	3.09	3.91	1.81	4.10	5.53	9.92	8.81
Barbados	1.92	1.46	1.48	0.34	-2.08	0.52	13.54	15.06	18.29
Puerto Rico	1.71	1.73	2.26	2.45	0.48	3.30	18.28	21.74	16.13
Suriname	1.55	2.35	2.82			-1.24			16.43
Asia									
Pakistan	2.97	3.24	2.66	3.32	2.07	1.93	3.60	3.74	4.09
Thailand	2.85	2.48	1.93	4.28	2.95	3.17	0.78	2.72	3.13
Korea, Republic of	2.44	2.65	2.07	3.68	1.83	3.41	4.00	4.16	2.74
Hong Kong	4.50	2.05	1.91	5.72	2.63	1.30	4.65	3.76	1.76
Singapore	4.19	1.88	0.98	4.95	2.99	3.28	3.82	3.10	3.21
Fiji	2.69	2.26	1.95					7.40	7.06
Philippines	2.09	2.54	2.50	1.11	3.47	2.34	4.40	5.78	8.35
Sub-Saharan Africa									
Cote d'Ivoire	2.38	2.70	2.54	6.68	-2.89	-1.04			3.0
Ghana	2.69	2.66	2.85	1.48	11.04	-13.29			0.7
Senegal	3.30	1.87	2.00						0.4
Benin	2.21	2.04	2.35						0.4
Burkina Faso	1.91	1.94	2.09						0.5
Burundi	1.31	2.02	2.34	6.58	1.35	0.26			0.3
Central African Republic	1.33	1.34	1.64	-3.36		-4.69			0.5
Niger	2.04	2.25	2.52						0.6
Sudan	2.70	2.81	3.00						0.1
Ethiopia	2.03	1.74	2.10						1.6
North Africa and the Middle East									
Morocco	4.09	3.25	3.17						15.55
Turkey	1.59	2.30	2.05			8.03		11.53	

Source: Computed from ILO Yearbook of Labour Statistics, various years and World Bank, World Tables 1995.

Table 2. Features of employment in developing countries

A. Sectoral composition of employment (percentage of total)

	1971			1980			1990		
	A	M	S	A	M	S	A	M	S
Republic of Korea	48	13	37	34	22	43	17	27	56
Malaysia	52	9	36	37	15	46	27	20	53
Thailand	72	8	19	71	8	21	60	11	28
Indonesia				56	9	34	53	11	35
Philippines	51	12	36	51	11	37	45	10	44
China				69	16	15	60	17	23
Bangladesh	74	7	19	69	8	23	65	14	21
India				71	13	16	65	15	21
Pakistan	58			53	15	33	47	17	36
Sri Lanka	50			45	12	44	48	16	37
Mexico				26	14	60	22	20	58
Brazil				30	17	53	23	15	62
Peru				40	16	44	34	13	53

Note: A = agriculture, m = manufacturing, mining and utilities, S = services.

Source: Khan (1994).

B. Share of rural non-farm activities in rural labour force (percentages)

Regions	1960	1970	1975	1980
Continental Latin America	5.9	10.3	12.8	15.0
Central America and Caribbean	14.6	19.3	22.0	24.3
Middle East and North Africa	14.4	13.4	13.1	14.1
West Africa	15.4	20.7	23.4	26.3
East Africa	6.6	6.2	9.3	10.8
South Asia	10.9	13.8	15.5	17.5
South-East Asia	11.2	17.5	19.7	22.0
China	8.0	13.5	16.5	19.7

Source: Saith (1992).

C. Share of informal sector in non-agricultural employment (Latin America)

	1990	1994
Latin America	52.1	55.7
Argentina	47.5	52.5
Bolivia	56.9	61.3
Brazil	52.0	56.4
Colombia	59.1	61.6
Costa Rica	42.3	46.2
Chile	49.9	51.0
Ecuador	51.6	54.2
Honduras	54.2	51.9
Mexico	55.5	57.0
Panama	40.4	40.2
Paraguay	61.4	68.9
Peru (1)	51.8	56.0
Venezuela	38.8	44.8

Source: ILO, based on Household Surveys and other official sources.

(1): Corresponds to Metropolitan Lima.

22. This generally poor employment performance has occurred in the context of a slowing down of the rate of economic growth since 1980. For developing countries as a whole, average GDP growth declined from 5.2 per cent in the 1970s to 2.9 per cent in the 1980s and early 1990s. Excluding the dynamic Asian economies, where strong growth has been sustained for the last two decades, the slowdown of growth in the rest of the developing world becomes even more dramatic. Growth in many countries in Latin America and sub-Saharan Africa was adversely affected by problems of external indebtedness during this period. Some recovery has since been recorded, but growth rates have yet to match previous levels. For countries in Northern Africa and the Middle East, the end of the oil boom brought about the collapse in the inward-looking strategy of industrialization, heavily financed by oil revenues.

B. Overall policies for promoting growth and job creation

23. A return to higher growth is thus required. A high rate of investment, together with the efficient use of available capital, have been two of the major explanatory factors behind the rapid economic growth in East and South-East Asia. To achieve the goal of higher growth, Governments in developing countries should strive to ensure a certain level of political and social stability, to implement policies that encourage high savings, and to provide strong and stable incentives to both local and foreign investors. The increasing globalization of the world economy is creating many opportunities for developing countries, who in order to seize these opportunities, need to shift to outward-looking strategies and emphasize the strengthening of their international competitiveness. But they should avoid policies that merely concentrate on lowering labour costs because this is likely to lower worker motivation and productivity, thereby preventing any lowering of real unit labour costs or improvement in international competitiveness.

24. As one of the preconditions for economic growth, macroeconomic stability has to be achieved before any reform policies can be carried out. To this end, it is necessary to reduce unsustainable fiscal and balance-of-payment deficits. This process has, however, to be carefully managed. For example the experiences from some early structural adjustment programmes have shown that by cutting all current public investment, the stabilization policies could lead to excessive contraction of output and loss of jobs. Apart from getting the dosage right, it is also imperative to avoid inconsistent policies. For example a strict anti-inflation policy based on the prolonged use of fixed exchange rate as an anchor runs the danger of a return to currency over-valuation and a subsequent currency crisis that seriously sets back the reform process. Continuing over-valuation of the exchange rate in turn inhibits export growth, and the high interest rates required to support the exchange rate depresses domestic demand unduly. Furthermore, such a policy attracts large short-term capital inflows and increases the vulnerability of the whole reform to sudden capital flight. Therefore, instead of overly concentrating on reducing current deficits, developing country Governments should strive to increase domestic savings and investment and to build a stronger fiscal capacity to correct macroeconomic shocks. This would inspire greater confidence among investors and facilitate the adherence to a stable growth path. Compounding the problem, many developing countries lack the capacity to design and implement programmes to compensate for

the negative effects of economic reforms. The combined result of such policy overshooting and the absence of compensatory measures is the high social cost, including high levels of unemployment in many adjusting countries.

25. An outward-oriented policy regime is vital in countries starting on industrialization and having large surpluses of cheap labour. The most direct way of ensuring this is to follow a strategy approximating free trade. However, a radical, across-the-board trade liberalization is likely to lead to unnecessarily high social costs where there are serious supply-side constraints to export growth such as bottlenecks in infrastructure, shortages in infrastructure, and inadequate access to credit. This problem would be compounded where there is little real effective devaluation of the exchange rate. In such a circumstance, imports would increase more rapidly than exports, job losses would greatly exceed job creation and there would be strong pressure on the balance of payments. In such cases a more gradual and selective approach to trade liberalization may be warranted.

26. In addition, recent experience has shown that the successful attraction of foreign direct investment can be a powerful spur to rapid industrialization and employment creation. Indeed, adopting effective policies to this end is an important means of gaining access to the benefits of globalization. In order to maximize the impact on employment creation, incentives could be provided for foreign investment to enter activities that are employment intensive, areas that suffer from high unemployment, and to promote technologies that are compatible to the skill levels of the host country. However, such incentives should not distort long-term economic forces and their aim should be to remedy market failures.

C. Policies towards the informal sector

27. While an important part of the long-term solution to the employment problem is to restore higher rates of growth of modern-sector employment, there are nevertheless undeniable benefits in promoting the informal sector (table 2.B). First, many of its activities are labour-intensive. The informal sector thus provides a relatively easy way to create and expand employment, and a source of subsistence or "safety net" income for poor households. Moreover, the successful experiences of small-scale enterprises in East Asia and the urban-based informal sector in Latin America have demonstrated that by interacting and competing with the formal sector, these small-scale or informal activities are not only a "sponge" for extra labour, but also an alternative source of rapid growth. It is therefore important for the policy makers in the developing countries to actively support the growth of such activities.

28. This should include action to remove unnecessary regulatory obstacles to enterprise formation and growth, and measures to improve access to credit. In many developing countries, the official regulations present a considerable handicap for the sector by requiring complex administrative procedures and excessively high standards of products and processes, and by limiting location. Such regulations encourage the development of an illegal sector that damages the informal sector's operations. The appropriate policy response is to bestow secure property rights to the land, squatter housing and other productive assets

assembled by the poor, and to remove administrative obstacles and controls that prevent the growth of micro-enterprise and small-scale businesses. This removal of regulatory obstacles must, however, be "accompanied by the protection of the basic rights, health and safety of workers and the progressive improvement of overall working conditions, together with the strengthening of efforts to make some enterprises part of the formal sector".[5]

29. The informal sector typically consists of both dead-end survival activities and small-scale activities with the potential for growth and technical upgrading. The main aim of policies should therefore be to increase the modernizing element of the sector. This requires both better supply conditions in terms of capital, technology, skills, infrastructure, etc., and improved demand conditions, which depend on the developments in the rest of the economy. With appropriate support, small firms can have an advantage in capturing a fraction of markets in new, previously unimportant products, even in fiercely competitive export markets. But this has to rely on the building-up of cooperative institutions between firms, between suppliers and finishers, between local authorities or national bodies and industry associations. In addition, policy makers in developing countries can stimulate investment by improving the access of small enterprises to formal sector credit. It has been widely agreed that access to credit rather than the cost of credit is the bottleneck for small-scale enterprises. Very small enterprises face special problems because of a lack of collateral. So successful credit schemes must by-pass normal collateral requirements and substitute alternatives such as group guarantees. What developing country Governments need to bear in mind is that in order to improve the productivity of investment in developing countries, it is of particular importance to improve the functioning of the capital market through institutional innovation, better regulation of the banking sector, supporting credit programmes targeted at specific groups, and increasing the supply of venture capital.

D. Policies to promote rural employment

30. Given the continuing high proportion of the labour force that are still employed in the rural areas in many developing countries, priority has to be given to efforts to expand productive employment in this sector. The process of adjustment to the global economy creates potential benefits for the agricultural sector. The implementation of the Uruguay Round, for example, opens new opportunities for agricultural exports from developing countries. Economic reforms often result in a shift in the terms of trade in favour of agricultural producers. These changes have led to the improved economic position of many farmers in some developing countries, but a great number of small and marginal agricultural producers, especially those in ecologically fragile and remote areas, are handicapped in their access to productive resources, and cannot benefit fully from the improved overall environment and better price incentives.

31. There is thus a strong argument for continued State support to the small farm sector. This is desirable on both equity and efficiency grounds. Agricultural performance in many developing countries, notably those in sub-Saharan Africa, Latin America and south Asia, has been affected negatively by cutbacks in credit programmes and reductions in public investment in

infrastructure and extension services. All of these not only work to weaken the productive capacity of small farmers, but also pave the way for disequalizing changes such as the strengthening of the position of larger farmers and the growth of capital-intensive agro-business. These trends need to be reversed. To neglect the small farm sector would aggravate the handicaps of the poor, who are concentrated in that sector and face the least prospects for finding alternative employment in the capital-intensive and mechanized agricultural sector. Moreover, small farms are typically more adaptable than their larger counterparts. With adequate support, the small farm sector can adapt quickly to new incentives and become competitive. Therefore, the main objective of rural policies in this sector should be to upgrade production and to increase its integration into the economic mainstream.

32. Where land ownership and holding are highly unequal, there would be a case for considering land and tenancy reform measures. Land redistribution towards the disadvantaged could significantly improve their prospects of securing good quality employment. Evidence remains persuasive that there is an inverse relationship between farm size and land as well as labour productivity, and between the degree of inequality in the distribution of assets and the rate of economic growth.[6] Therefore, the benefits from such land reform measures lie not only in the reduction of poverty, but also higher growth of output. But it has to be recognized that past strategies of redistribution were often poorly designed and implemented. There was inadequate attention to the supportive macroeconomic environment and to the minimization of microeconomic distortions or leakages to the non-poor. Very often, employment generation programmes were nullified by macro-policies that favoured labour displacement, and credit programmes failed to ensure adequate financial discipline and loan repayment incentives. Thus, while the case for redistributive reforms remains strong, it is important to avoid the past mistakes and focus more on incentive-compatible poverty alleviation measures. For example, instead of relying on compulsory land redistribution, the objective of a more equal access to land could be achieved through moderate inheritance taxes, progressive rural income tax schemes, and market-friendly measures to increase the poor's access to land.

33. In recent years there has been increasing interest in promoting rural non-farm activities, particularly in rural industries. This change derives basically from the recognition that with the high growth of labour force and the improvement of agricultural productivity, agricultural work alone cannot fully absorb the rural labour force. Given the seasonal nature of most agricultural activities, there has always existed a demand for employment outside agricultural production in the rural sector. In addition to providing employment for agricultural workers during the slack season, the rural non-farm sector is traditionally relied on for simple farm machinery, as well as consumer goods. By all indications, the rural non-farm sector has grown steadily since the 1960s in most developing countries (table 2.C). It now accounts for up to a quarter of all rural force. While in some cases these activities are merely a sponge for surplus labour with no real prospect for providing an adequate level of living, in others they are characterized by high labour productivity and demonstrate strong growth potential. The rapid development of small town and village enterprises in rural China has had an undeniable impact on both the growth of the rural sector itself and on spreading the benefits from the economic reform process. To some extent, support for the development of rural

non-farm sector parallels that of urban informal sector. This requires assistance in the areas of technology, finance and extension services. Given its rural location, the importance of infrastructure cannot be overemphasized.

34. Most developing countries are characterized by an abundance of labour relative to natural and physical capital, as well as a high degree of inequality in the distribution of income and productive assets. In this context, even if everyone is employed, the wages received by low-skilled labour tend to be low. The combination of high income inequality and low wage rates means that poverty is more likely to be widespread. Moreover, even under the best of circumstances, there is likely to be considerable slack in the labour force in both rural and urban areas. This can take the form of year-round or seasonal unemployment or part-time employment with lengthy periods of joblessness. A number of developing countries have experimented with labour-intensive public works programmes. Their experience suggests that a guaranteed employment scheme could be a viable and valuable policy initiative for poverty alleviation. A guaranteed employment programme should concentrate on building up productive assets that can be expected to raise output and incomes in the future. It should not be regarded as a short-term measure to provide emergency relief, or as a welfare programme for income transfer. Rather, it should aim to generate employment and to reduce poverty by mobilizing otherwise unused resources for physical capital formation and by accelerating labour-intensive investment. Such a programme should act as a residual source of employment, at a wage no higher than the going market wage for landless agricultural labourers. It would thus provide a kind of safety net for those capable of productive work.

35. The participants would receive two types of benefits from such employment schemes. Besides the subsistence wages that they would receive during the period when they work, to the extent that the assets created under the scheme generate a permanently higher demand for labour, they should enjoy higher market wages and/or more days of employment in the future. Granted, most of the benefits thus created are likely to accrue to landowners in the form of lower costs, higher output, and higher land rents. But considerable scope exists for simultaneously transforming idle labour into physical capital and workers into shareholders in cooperative enterprises. For instance, a timber cooperative could be organized around a tree-planting project; a fishing cooperative could be based on an artificial pond; etc. Such an approach could combine job creation and poverty alleviation with an improvement in the distribution of wealth.

E. Labour market regulation

36. A controversial aspect of economic reform and employment policy in developing countries is whether there is a need to undertake extensive deregulation of labour markets. It is often argued that excessive government intervention in labour markets, in the form of job security regulations, social security contributions, minimum wage laws, and unemployment benefits and trade unions, is a serious impediment to adjustment and should therefore be removed or relaxed. In support of this argument, the cases of Latin America and the newly industrialized countries in Asia are frequently compared. It has been observed that the over-regulated labour market in Latin America has entrenched labour

market dualism between a highly protected urban formal sector and a largely unprotected informal sector, thus impeded labour market adjustment to changing market forces. In contrast, it has been alleged that the Governments of some Asian newly industrialized countries not only abstained from labour market interventions, but also actively repressed the independent activities of trade unions. This, it has been contended, has been an essential factor behind the successful implementation of export-led development strategies.

37. Undoubtedly, there is some truth in these arguments. But a close examination of the present cases reveal that while it is true that the obsolete labour market regulation in Latin America has created labour market rigidities in the urban formal sector and incentives for employment to expand in the unregulated informal sector, the movements in employment and real wages have nevertheless closely corresponded to movements in output and labour productivity. Thus there is no support for the presumption that labour market regulations are invariably sources of rigidity and that deregulation is always called for. Similarly, while trade union freedoms were indeed curtailed in many Asian countries, there is no hard evidence that restrictions on collective bargaining or interference with trade union rights have contributed to the economic success of the area. On the contrary, experience demonstrates that excessive government interference with trade union rights and restrictions on collective bargaining leads to a progressive build-up of industrial relations tension and eventually can result in severe public protests and widespread strikes, with detrimental effects for economic and political stability. Moreover, increased protective legislations in these countries since the 1980s do not appear to have impeded continued growth. In addition, it is often argued that minimum wages in developing countries are distortionary, because they are set too high relative to the average income, thus raising production costs in the formal sector and discouraging employment. However, such minimum wage interventions seem to be far from the norm in most developing countries. Nor are the levels, which have decreased in the past decades, excessively high by international standards. With respect to employment security provisions, for the most part, they are standardized across all regions, thus provide no explanation for the differences in relative international competitiveness among developing countries. Moreover, family allowances are not common in developing countries, unemployment insurance rarely exists, and social security contributions are generally lower than in OECD countries.[7] Therefore, while some parts of the labour market regulations in developing countries are no longer compatible with today's economic situation, whether or not there is a need for reform has to be ascertained from a specific examination of the empirical evidence. An effort should also be made to achieve the objectives of the existing regulation in a more efficient way rather than to assume that deregulation is automatically the optimal solution. It is equally essential that social partners be fully involved in the process of reform.

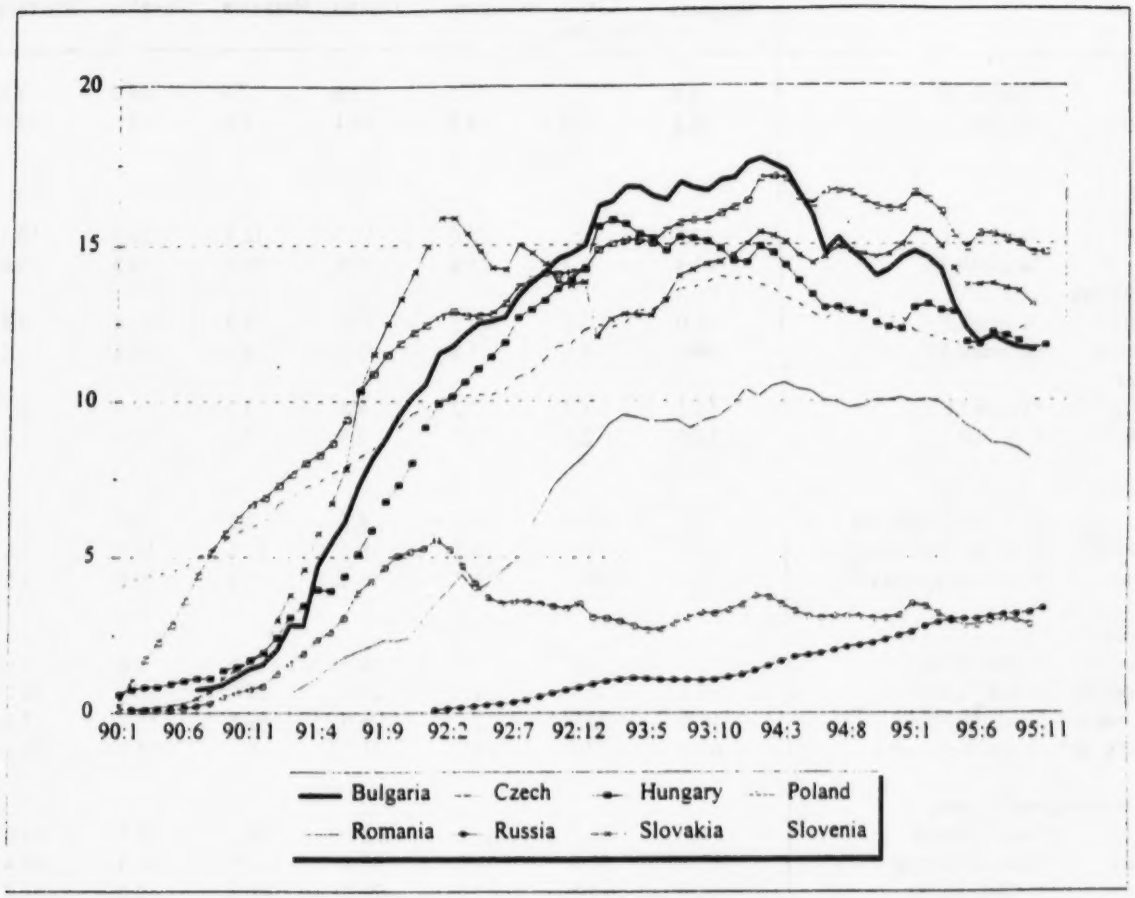
IV. TRANSITION ECONOMIES

A. Trends and problems

38. After the difficult first years of reforms, recovery is taking root in a majority of transition economies. Real GDP has been growing at 2 to 6 per cent annual rate in all Eastern and Central European countries since 1994; the Baltic States have definitely reversed the trend of negative growth seen in the early 1990s and are steadily moving towards economic growth; even in the former Soviet Union, where reforms were delayed in a number of countries, positive real GDP growth has been recorded in 1996.[8] Nevertheless, pressing problems remain in the form of high unemployment and rising poverty.

39. Currently, the unemployment rates in East and Central Europe average over 11 per cent and around 5 per cent in the Baltic States (fig. 1). Among the unemployed, between 30-60 per cent have stayed unemployed for more than one year, and many of them have drifted off the unemployment register when their unemployment benefits expire, even if they have not found new employment (table 3). Moreover, despite the rapidly increasing levels of unemployment in the region, the employment losses in the present period remain moderate in relation to output reduction. What this means is that unless production expands considerably, unemployment is expected to remain high as structural reforms deepen. Apart from the rise in unemployment, the collapse of output and high inflation have brought about a sharp decrease in real wages (between 20 and 90 per cent) in all countries between 1990-1995.[9] Meanwhile, the first years of reforms have seen a rising concentration of wealth in transition economies. The share of income in the top 10 per cent of the population have increased up to 20 per cent at the expense of the bottom half.[10] In this context, a large segment of the population have now fallen below the poverty line.

Figure 1. Unemployment rates, selected transition economies, 1990-1995



Source: OECD-CCET: Labour Market Database, 1995/N.2.

Table 3. Features of unemployment, selected transition economies, 1995

		Bulgaria	Czech Republic	Hungary	Poland	Romania	Slovakia	Slovenia
Sex								
Male	% male LF	18.6	3.7	12.5	13.6	7.5	14.3	7.6
Female	% female LF	19.8	4.8	8.8	16.1	8.6	14.5	7.0
Age								
Youth								
Male	% male LF	42.6	8.2	26.0	31.7	18.8	29.2	18.3
Female	% female LF	41.8	8.7	15.8	35.9	23.1	24.8	19.6
Prime-age								
Male	% male LF	16.0	2.8	10.8	12.2	6.3	11.4	6.8
Female	% female LF	16.9	4.5	7.8	15.2	8.3	12.8	5.2
Older								
Male	% male LF	13.1	1.9	7.2	8.8	3.4	9.3	3.7
Female	% female LF	13.5	2.5	4.7	7.7	2.4	8.9	2.9
Education								
Higher	% LF with higher ed.	6.7	1.2	2.9	4.2	2.2	3.4	2.1
Secondary	% LF with secondary ed.	17.1	3.4	10.2	16.2	11.4	13.1	7.6
Primary	% LF with primary ed.	30.4	10.7	16.7	16.4	5.2	30.0	9.5
Duration								
< 1 month	% total unemp.	2.3	14.8	6.9	6.2	2.7	5.0	4.9
1-6 month	% total unemp.	19.4	38.1	24.7	28.1	38.5	26.0	19.5
7-12 month	% total unemp.	15.8	20.0	22.8	24.0	13.5	16.3	17.1
> 12 month	% total unemp.	62.2	27.1	45.7	41.7	45.3	52.8	58.5
Long-term unemployment								
Male	% male unemp.	61.7	26.2	46.0	38.2	46.2	49.8	59.0
Female	% female unemp.	62.8	28.0	46.0	45.1	47.9	53.4	48.4
Youth	% youth unemp.	51.7	18.5	32.3	29.0	41.7	40.0	62.5
Older	% older unemp.	31.1	28.6	42.2	44.8	48.4	62.7	100.0
Discouraged workers								
Male	% male unemp.	27.2*	5.6	26.9	8.8**	63.8	2.4**	
Female	% female unemp.	22.8*	5.8	19.2	9.1**	37.4	3.0**	

Note: * 1993; ** 1994.

Source: OECD-CCET: Labour Market Database, 1995/N.2; Short-term Economic Indicators, 1/1996.

B. Policies to reduce unemployment

1. Sustaining economic recovery

40. The fundamental solution to these problems lies in the continued recovery and rapid growth of output and productive jobs. Governments should thus gear towards this end when designing their reform policies. In this context, it is important for transition governments to adopt policies centred on raising investment and domestic demand, thus raising employment creation. Similarly, public investment in improving infrastructure and the quality of the labour force has a vital role to play in promoting increased international competitiveness.

2. Promoting private enterprise

41. One key element in a well-functioning market economy is a robust private business sector. In transition economies, there is a clear need to reduce the many obstacles to enterprise creation and growth that still exist extensively.[11] Among the various constraints, it is the problem of inadequate financing that has proved to be the biggest impediment to enterprise development. The financial problems of the private sector in transition economies derive from a multiplicity of factors. One of the biggest problems is the lack of access to credit for many private businesses. As a result of high interest rates and opaque loan appraisal procedures, credit is often excessively expensive for private entrepreneurs to commit themselves to long-term loans, thus limiting the scope of many businesses. Moreover, the difficulty in working with banks adds to the private entrepreneurs' frustration in obtaining loans; the existence of many different credit regimes, some with preferential interest rates associated with special incentive programmes, has sometimes led to more discord and red tape than benefits. Therefore, to facilitate access to credit for private business, the transition governments should consider lower interest rates and streamline loan applications. A more transparent banking system and a set of clearly spelled-out credit programmes should be established as soon as possible. In addition, delinquent payment by State-owned enterprises (SOEs) for goods delivered have also created serious problems with working capital for many private businesses. This is a particularly serious problem for those enterprises that work closely with SOEs and depend on large orders from a few State clients. To solve this problem, the transition governments should push forward with enterprise restructuring on the one hand in order to increase the productivity and profitability of SOEs, and establish the necessary legal procedures for collecting delinquent payments on the other.

42. With regard to regulatory obstacles, many entrepreneurs in transition economies have found that politicians have shifted regulations or budget allocations too rapidly and often without warning. The lack of clarity and stability of government regulations have often forced many business decisions to be based on speculations and rumours about future policies. Such problems are particularly serious for businesses located far from the capital, where many of them are frustrated by the red-tape and fees that are enforced by local officials, and the pervasive practices of clientelism, bribery and absenteeism further exacerbate the situation. Such uncertainties over policy development

and legal provisions not only hinder the growth of a healthy private business sector, but also deter foreign direct investment from flowing into the region. Therefore, to create the proper business environment in these countries, the transition governments need to take a long-term policy stance, increase regulatory clarity and build an efficient bureaucracy.

43. Finally, high tax rates add to the burden of private businesses in transition economies. Apart from the usual value-added taxes and social welfare contributions, many private enterprises are subject to a range of other taxes at various levels of business. Such a heavy tax burden discourages the creation of private enterprises, and at the same time, it creates a strong incentive for tax evasion. A lowering of the tax rates may thus be called for.

3. Building efficient labour market institutions

44. The building of efficient labour market institutions should receive high priority in transition economies, to compensate for labour market failures and to provide safety nets for those who fall through the system. Any economy works better when those seeking jobs and employers can find each other more easily. This in practice requires a network of labour exchanges and supportive services. Such facilities were not immediately available in suitable forms or sufficient densities in formerly centrally planned economies. While some progress has been made to redress this deficiency much still remains to be done.

45. At the same time, systems of unemployment insurance and social assistance to provide poverty relief for those who have lost their jobs, the long-term unemployed whose entitlement to benefits has expired, as well as for other population subgroups with special needs, such as large families with young children need to be strengthened. An essential issue in the creation of an appropriate social protection system is the transfer of basic responsibilities from the enterprise to the State. The reform of these arrangements is necessary to reduce the drag on enterprise competitiveness and to improve labour mobility.

46. An important requirement for reform is the development of a collective bargaining system suitable to a market economy. The former "official" trade unions have had varying experiences since the beginning of the transition. The vast majority have introduced wide-ranging reforms to both their organizational structures and functions. These reforms have made the traditional trade unions both more democratic and responsive to the requirements of their members. At the same time new trade unions have emerged and are competing for members and influence. Unfortunately the economic climate has not been conducive to collective bargaining. Consequently trade unions have had difficulty in organizing workers in newly privatized enterprises and in extending collective agreements to small firms. In this context, it is important to develop a coherent trade union movement with the capacity to bargain effectively on wages and other aspects of the employment relationship. This is equally true with respect to employers' organizations. Such organizations did not exist under central planning and their development therefore needs to be actively supported in the context of the transition to a market economy. This is an important part of the institutional framework necessary to support the growth of a thriving private sector. It is particularly important to avoid a situation where such

organizations are dominated by State-owned enterprises or their little-changed successors, where a tendency would arise to focus on lobbying for fiscal privileges and continuing subsidies rather than on industrial relations issues proper. In addition, an adequate representation needs to be ensured of the emerging small and medium-sized enterprise sector.

4. Transitional employment subsidies

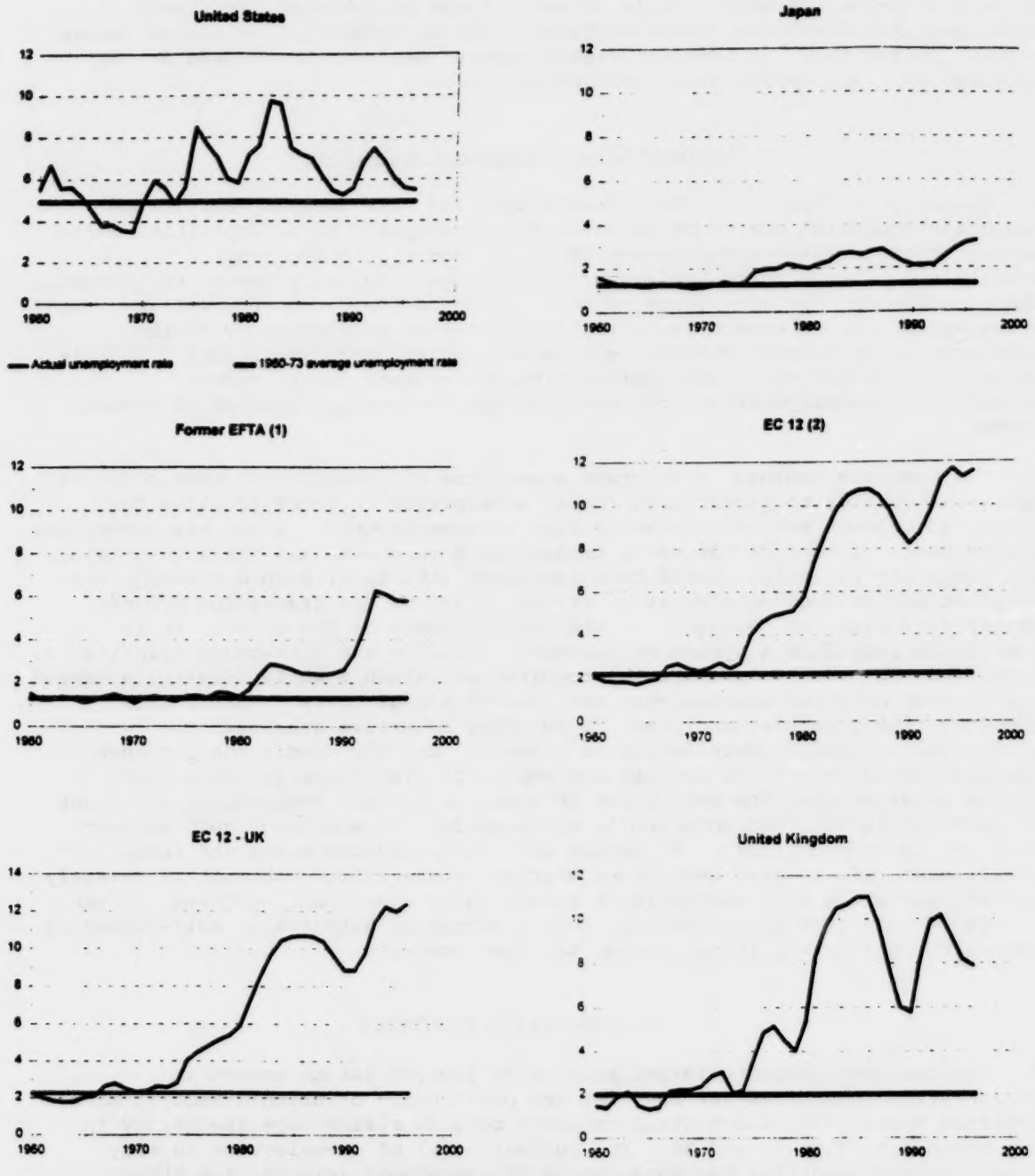
47. There is no doubt that the ultimate cure for mass unemployment in the transition economies has to be based on the development of a competitive market economy that generates rapid growth of output and productive jobs. Nevertheless, the route to achieving this is likely to imply having to live with high unemployment for some years to come. Even if the recent revival in growth is sustained, labour demand is unlikely to increase substantially in the immediate future because further reforms will entail more job losses. In this context, it is well worth considering alternative measures to reduce transitional unemployment without compromising the ongoing process of economic reform.

48. One possible measure is to grant some forms of transitional protection or employment subsidy to potentially viable enterprises in order to allow for orderly adjustment and avoid a sharp rise in unemployment. Given the precarious hold on power of most of the early transition governments and the apprehension that temporary protection would turn permanent with time, such a strategy was not given any serious consideration at the outset of the transition process. But the situation has changed. In the current phase of the reform, it is feasible to introduce a system of coherent, credible and time-bound transitional protection, in order to promote the required adjustments while offering a needed respite from mounting unemployment and related social costs. Within this framework, one possible instrument is to offer selective subsidies to enterprises on unemployment-avoidance grounds. But the conditions for such subsidies would need to be precise and explicit. Two basic criteria would include evidence that the enterprise in question is only temporarily insolvent and that the fiscal cost entailed is sustainable. In addition, such support would not be unconditional. It should only be introduced where the local unemployment rate is very much above average, where labour mobility is severely limited, and where high unemployment causes major tensions. Moreover, if the process of selection is scrupulous, such a scheme is potentially self-financing, thus worth considering in particular national contexts.

V. INDUSTRIALIZED COUNTRIES

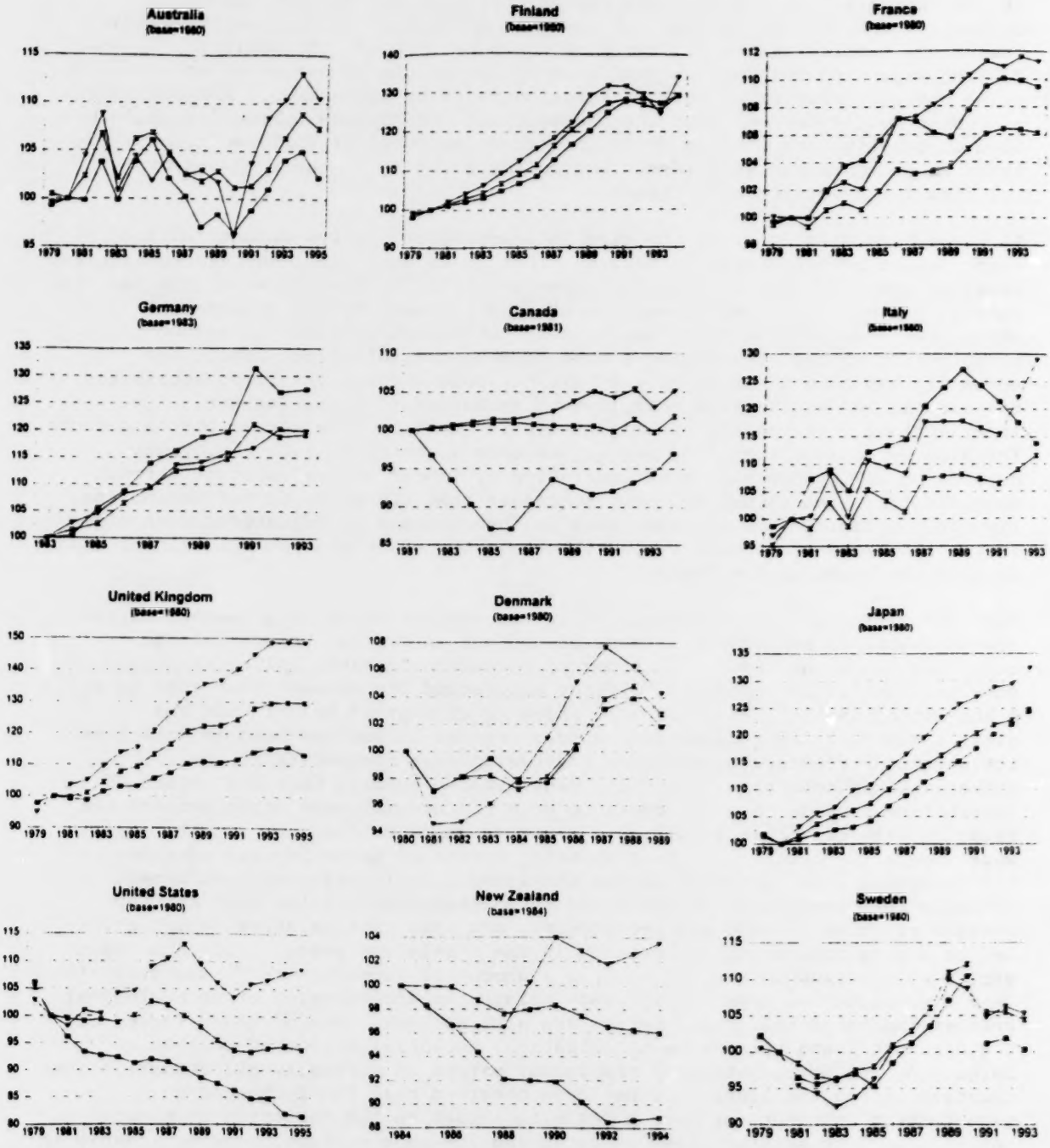
49. The two most pressing issues related to today's labour market in industrialized countries are the rise and persistence of unemployment in most countries since 1973, and a broad tendency towards rising wage inequality in many countries (figs. 2 and 3). The current level of unemployment in many industrialized countries has human costs of the utmost severity for those directly involved and has contributed to crime and the deterioration of community life from which everyone in society suffers. With regard to rising

Figure 2. Actual unemployment rate 1960-1996 compared to 1960-1973 average unemployment rate



(1): The term EFTA actually designates only Austria, Norway, Sweden and Switzerland.
(2): EC 12 designates the 12 countries that constituted the European Community up to 1995.
Source: OECD Economic Outlook, June 1996, and reference supplement. ILO calculations.

Figure 3. Trends in male real earnings of the bottom (D1), middle (D5) and top (D9) deciles



For Canada, Finland, Italy and New Zealand, the data have been interpolated for missing years.
Source: wage data series supplied by the OECD.

wage inequality this need not be regarded as a serious problem if it contributes to an expansion of employment opportunities of good quality, especially for low-skilled workers. However, if instead of this the rise in wage inequality reflects a fall in the earnings of low-paid workers to below poverty levels, then a new problem of the working poor would be created. In addition, if the falling wages induces the low-paid to drop out of the labour force or to turn to crime then the problem of social exclusion would be aggravated. Subject to the preceding qualification, high unemployment and rising wage inequality could be seen as constituting serious deviations from the ideal of full employment, but there is no consensus in academic and policy thinking on their causes or policies for reversing such trends.

50. Many analysts consider the rise in unemployment in the industrialized countries to be structural in nature. That is to say, the long-term equilibrium level of unemployment has risen in these countries in the course of the last two decades. Since this unemployment level is determined by the fundamental structural characteristics of the economy, it is not possible to reduce unemployment without triggering a rise in wage-led inflation. There are currently two main views as to why this has come about. The first attributes the rise in the equilibrium unemployment in Europe to labour market imperfections. It regards the rigidities in the labour market as the main cause for slow employment creation, and argues that a return to full employment depends on an improvement in the operation of labour market achieved through deregulation. The second argument considers that the major factor behind the rise in equilibrium unemployment lies in the slowness of adjustment mechanisms in the aftermath of serious supply shocks in the 1970s and the substantial rise in interest rates in the 1980s.

51. The widening of wage dispersion in the context of falling incomes of the low-paid workers has become a cause of concern in several industrialized countries since the 1980s. In order to formulate feasible policy responses to this problem, it is important to first understand its causes. But this is still a subject of debate. First of all, there is widespread belief that the globalization of the economy and rapid increases in manufactured imports from low-wage countries are responsible for rising wage inequality in the industrialized countries. However, many studies suggest that the impact of international trade is still small on both the overall wage structure and the relative wage of the less-skilled.[12] Another major explanation for the rising wage inequality centres on the displacing effect of technological advances in the industrialized countries during the 1980s. It is believed that recent technological changes are accompanied by increased demand for high-skilled workers relative to less-skilled workers, and that such relative demand shift led to a more pronounced discrepancy in their relative wages. But once again, empirical evidence in support of this argument is inconclusive.[13] The fact that wage dispersion had begun to increase before the acceleration of technological changes indicates that other forces are also at work. One of these forces is the distinct trend towards de-unionization, decentralization of collective bargaining and deregulation of the labour market in virtually all industrialized countries since the 1980s. It has been observed that these changes in wage-setting institutions have a definite impact on the declining economic position of less-skilled, less-educated and low-wage workers, most noticeably in the United States and the United Kingdom. In addition, the changing

macroeconomic environment has also played a role in shaping wage and employment patterns. The pre-1973 period was characterized by rapid growth of output, strong productivity gains, high demand of skill upgrading, and rising real average wages among all workers. In contrast the lower growth rates since 1973 led to a reduction in the rate of increase of high-paid jobs in the labour market. As a result the competition for such jobs increased and lesser-qualified workers were forced to accept low-paid jobs. This in turn further increased job competition at the low-skilled end of the labour market that was already hit by the fall in the demand for low-skilled workers. Seen in this broader perspective, the ultimate solution to the problem of rising wage and income inequality lies in the creation of a favourable macroeconomic environment conducive to growth and rising aggregate demand for labour. Only in this context will more jobs be created in the high-paid, high-productivity segment of the labour market. Moreover, it is only with a rising aggregate demand for labour that the problems of falling demand for unskilled workers and rising wage inequality can be stemmed.

52. The lack of consensus on the causes of the high unemployment and increasing wage inequalities revealed in the preceding discussion makes it difficult to prescribe a common programme for dealing with these problems. Nevertheless, three broad areas for policy action would appear to be worth considering in a wide range of industrialized countries. The first consists of policies to achieve a sustained increase in the rate of economic growth, since higher growth is the key to reducing unemployment and reversing the rise in inequality. Achieving this will require a wide range of policies to increase competitiveness; to raise the rate of investment in new production capacity, in research and development, infrastructure and skill development; and, where they are judged likely to provide an effective stimulus to growth, the pursuit of expansionary macroeconomic policies. The second issue worth considering is that of how to deal with a major constraint to sustaining higher growth arising from the danger of a resurgence of inflation as labour markets tighten. This will require a review of wage-bargaining systems and the exploration of alternative mechanisms for moderating wage inflation. The third area for consideration relates to the reform of labour market policies with a view to increasing incentives to seek and accept work, to updating the skills of those who have been excluded from work for a prolonged period, to facilitating labour mobility and "employability" security, to encouraging innovative forms of work organization, and to providing incentives for firms to hire low-skilled workers.

Notes

[1] See Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995 (United Nations publication, Sales No. 96/IV.8), chap. I, resolution 1, annex I, sect. C.

[2] See International Labour Conference, Eighty-third session, Geneva, 1996, Records of Proceedings, resolution V.

[3] Ibid., Commitment 3, para. (i).

[4] Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992 (A/CONF.151/26/Rev.1 (Vol. I and Vol. I/Corr.1, Vol. II, Vol. III and Vol. III/Corr.1)) (United Nations publication, Sales No. E.93.I.8 and corrigenda), vol. I: Resolutions adopted by the Conference, resolution 1, annex II.

[5] Report of the World Summit for Social Development, Copenhagen, 6-12 March 1995, chap. I, resolution 1, annex II, para. 44.

[6] M. Lipton: "Market, redistributive and proto-reform: Can liberalization help the poor?", Asian Development Review; vol. 13, No. 1, pp. 1-35; and S. Bowles and H. Gintis: "Productivity-enhancing egalitarian policies", International Labour Review, 1995/4-5, pp. 559-585.

[7] Table 5.8 in ILO, World employment 1996/97: National policies in a global context.

[8] Ibid., table 4.4.

[9] Ibid., table 4.3.

[10] Ibid., figure 4.4.

[11] See World Bank technical papers, #228-230 and 237, by L. M. Webster.

[12] G. J. Borjas, R. B. Freeman and L. F. Katz: "On the labor market effects of immigration and trade", in Borjas and Freeman (eds.), Immigration and the work force (Chicago, University of Chicago Press, 1992); J. D. Sachs and H. J. Schatz: "Trade and jobs in US manufacturing", Brookings Papers on Economic Activity, No. 1, 1994, pp. 1-84; R. C. Feenstra and G. Hanson: "Foreign investment, outsourcing and relative wages" (mimeograph), Oct. 1994; and A. B. Krueger: "Labor market shifts and the price puzzle relisted" (mimeograph), Oct. 1995.

[13] L. Mishel and J. Bernstein: "Is the technology black box empty? An empirical examination of the impact of technology on wage inequality and the employment structure", paper presented to the Labor Economics Workshop, Harvard University, Apr. 1994; and UNCTAD, Trade and Development Report 1995 (New York and Geneva, 1995), pp. 156-158.

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FOLLOW-UP TO THE WORLD SUMMIT FOR SOCIAL DEVELOPMENT: REVIEW OF RELEVANT UNITED NATIONS PLANS AND PROGRAMMES OF ACTION PERTAINING TO THE SITUATION OF SOCIAL GROUPS

Fourth review and appraisal of the implementation of the International Plan of Action on Ageing

Report of the Secretary-General

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* E/CN.5/1997/1.

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INTRODUCTION

1. In its resolution 37/51, the General Assembly endorsed the International Plan of Action on Ageing,[1] and requested the Economic and Social Council, through the Commission for Social Development, to review the implementation of the Plan of Action every four years and to transmit its findings to the General Assembly. In its resolution 42/51, the General Assembly reaffirmed its endorsement of the Plan of Action and requested the Secretary-General, through the Commission, to continue to monitor progress in the implementation of the Plan of Action through the quadrennial review and appraisal process. The first review and appraisal was conducted in 1985 (see E/1985/6 and Corr.1), the second in 1989 (see E/1989/13) and the third review in 1992 (see E/CN.5/1993/7). In accordance with Economic and Social Council decision 1996/243, the Commission for Social Development is expected to establish, at its thirty-fifth session, an in-session open-ended ad hoc working group for the purpose of carrying out the fourth review and appraisal of the Plan of Action and reviewing preparations for the observance of the International Year of Older Persons in 1999.

2. The present report has been prepared to assist the Commission in conducting the fourth review and appraisal of the implementation of the Plan of Action. As for the second and third review and appraisal, the report is based on replies to questionnaires sent to Governments, United Nations entities and non-governmental organizations, as well as other information available to the Secretariat. For the second review and appraisal, 59 replies to the questionnaire were received; for the third review and appraisal, 77 replies were received from countries and areas (58 from developing countries and areas, and 19 from developed countries and areas), 14 from United Nations entities and 23 from non-governmental organizations; and for the fourth review and appraisal, 57 replies[2] were received from countries and areas (21 from developed countries and areas and 34 from developing countries), 13 from United Nations entities and 55 from non-governmental organizations (see annexes I-III).

3. The fourth review and appraisal is based on replies to the same basic set of questions asked in the third review and appraisal. It should be noted, however, that the countries represented in the two exercises are not all the same.

4. The fourth review and appraisal takes place in the context of preparations for the 1999 International Year of Older Persons (A/50/114). In order to gather specific information on preparations for the Year, United Nations Member States, United Nations bodies and specialized agencies, and selected non-governmental organizations were requested to provide information on the establishment of focal points for the Year and designate priorities for their preparatory activities within the four dimensions of the conceptual framework for the Year.

I. SUMMARY OF FINDINGS

5. The findings of the third review and appraisal, like those of the first and second review and appraisals, suggested that translating the growing awareness of ageing into action-oriented policies and programmes remained difficult (see

E/CN.5/1993/7, para. 5). The fourth review and appraisal reveals the same themes: the population over 60 has grown dramatically, yet the response has been minimal at best. Developed countries, with sufficient time and resources to address ageing issues, generally have in place a range of policies and programmes that respond to the growing older population. Developing countries, on the other hand, have responded to the issue in an uneven way. The positive news is that more and more Governments in developing countries report having policies and programmes in place to support older citizens. And perhaps equally important, non-governmental organizations have increased their substantive presence in helping to address ageing issues and needs in those countries.

6. The implementation of the International Plan of Action on Ageing at the national level depends on the availability and functioning of a national infrastructure to support age-related policies and programmes. As in the third review and appraisal, the evidence of infrastructure development that emerges from the fourth review and appraisal is promising. In the fourth review and appraisal, nearly three quarters of the countries surveyed, up from two thirds in the third review and appraisal, have reported the presence of a national coordinating mechanism on ageing. Although a slight decline in developed countries has been noted, there has been an increase from approximately 60 to 70 per cent in developing countries. Over four fifths of the countries participating in the fourth review and appraisal have reported that they have multiple non-governmental organizations of, and/or for, older persons. And more than four fifths of the Governments surveyed, up from two thirds in the third review and appraisal, have promoted a national day of older citizens. Nearly three quarters of the Governments surveyed have promulgated either the United Nations Principles for Older Persons or other legislation on the rights of the older citizens.

7. Several findings, however, indicate that progress in implementing the Plan of Action remains modest. In more than one quarter of the reporting countries, there is no identifiable national coordinating mechanism for ageing. As in the third review and appraisal, only half the countries report a national plan of action on ageing, and a country-based research or training centre designed to deal with issues related to ageing is reported in less than half the countries covered. National directories of organizations concerned with ageing and older persons are reported to be available in only about one quarter of the countries covered. In most cases, as in the third review, developing countries have continued to lag significantly behind developed countries in the development of an infrastructure to address the ageing of their populations.

8. In over two thirds of countries responding to the questionnaire, population ageing has been recognized and addressed in national development plans, including its potential impact on pensions and the costs of caring for frail older persons. At the same time, there has been a growing recognition that older persons can be assisted in living a productive life by expanding their income-generating potential and by employment training and placement. In developing countries, the role of non-governmental organizations in supporting the income-generating activities of older persons has grown most significantly.

9. How to provide for the health care of an ageing population is a concern in many countries. Fewer countries in the fourth review and appraisal than in the

third have reported the availability of preventive and rehabilitation programmes that deal with age-specific disorders. Health-care services specifically designed to deal with the needs of older persons, together with geriatric training, are available in developed countries but are available in only about one third of developing countries. In developing countries, the growing demand for such services has continued to be unmet. Only one third of the developing countries that submitted replies to the questionnaire have reported that health services specifically designed for older persons are available. Home health care is available in one fourth of those countries, but serving only a small fraction of older persons in most cases. And as in the third review and appraisal, geriatric training for nurses, physicians and social workers is available in only half the reporting developing countries.

10. The housing and living environment of older persons, as reported in the fourth review and appraisal, receives less attention from Governments and non-governmental organizations, compared with the third review and appraisal. Less than one fifth of the developing countries report a housing policy for older persons, down from nearly one third in the third review and appraisal. Where there is a housing policy, its focus is first on integrated housing for older persons, then on adapted housing, and finally on special segregated housing for older persons. Where non-governmental organizations are active in housing and environmental issues, they tend to focus on establishing boarding or residential homes for older persons, education on personal security, and the coordination of housing and community services.

11. As in the third review and appraisal, in the fourth Governments have reported only limited programmes whose aim was to support the continued integration of older persons in their families. The available support has focused on social services for families providing care and educational programmes to assist family members caring for their older relatives and to promote positive roles for older family members. Developing countries have focused their attention on educational programmes for families and on promoting inter-generational income-generating projects. Older women continue to be especially vulnerable as only one quarter of the countries report the availability of measures to support older women and widows.

12. In the absence of adequate home and family care for older persons, community and public social welfare services become important. Most developed countries have reported the availability of social welfare services for older persons. Two thirds of developing countries have reported having such services as centres or clubs for older persons, meal programmes and home help, a slightly higher level than that reported in the third review and appraisal. Non-governmental organizations are reported to be particularly important in providing those services in developing countries. The majority of the participating countries have reported having institutional facilities for older persons, including over two thirds of the developing countries. Only one third of developed and one quarter of developing countries plan to expand the existing institutional facilities.

13. Nearly all countries have reported having either a fixed or flexible retirement age. One fourth of the developing countries have reported having a universal pension or social security scheme, a slight increase over the level

reported in the third review and appraisal. In countries with only limited schemes, pensions or social security coverage is available principally to workers in the private organized sectors, and to government workers, disabled older persons and work veterans. Those in the informal workforce generally receive no pension benefits. Programmes to support the employment of older persons or to help in developing income-generating projects are reported to be available in approximately one third to one half of the countries. Although still in a limited way, non-governmental organizations are involved in supporting microenterprise development, cooperatives for older persons and self-employment schemes. Minimum benefits to meet the essential needs of the most vulnerable of older persons and protection against age discrimination are reported to be available in the great majority of developed countries, but only in about one fifth of the developing countries.

14. Consistent with the findings of the third review and appraisal, only between one third and one half of the countries covered have reported that educational opportunities are available to older persons. A large number of countries have reported that older persons are used in formal programmes as teachers of cultural heritage, as leaders in intergenerational projects, and in arts and handicraft classes. Education for the general public on ageing has remained focused on the health and social needs of older persons, older persons as a resource, and intergenerational solidarity.

II. THE AGEING OF THE WORLD'S POPULATION

15. Over the past few years, the world's population has continued on its remarkable transition path from a state of high birth and death rates to one characterized by low birth and death rates.[3, 4] At the heart of that transition has been the growth in the number and proportion of older persons (see figs. I-III). Such a rapid, large and ubiquitous growth has never been seen in the history of civilization.

16. The current demographic revolution is predicted to continue well into the coming century. Its major features include the following:

(a) In 1950, there were about 200 million persons aged 60 years or older in the world: persons in that age group now number almost 550 million. In about the year 2020, the world ageing population will reach 1 billion, and in 2025 will reach 1.2 billion (see fig. I);

(b) Even more dramatic is the expected increase in the number of very old people (aged 80+ years): that group is projected to grow by a factor of from 8 to 10 times on the global scale, between 1950 and 2025;

(c) The major increase in the world's older persons population is expected to occur in the less developed countries. Already the majority of older persons (61 per cent) live in developing countries. By the year 2025, more than 70 per cent of older persons are projected to live in what is today called the developing world;

(d) The majority of older persons (55 per cent) are women. In some countries, older women outnumber older men two to one;

(e) In some developed countries today, the proportion of older persons is close to one in five (see fig. III). During the first half of the next century that proportion will reach one in four and in some countries one in two;

(f) The process of demographic transition from a youthful to a more mature society is occurring in developing countries much faster than it did in developed countries. It took France 115 years (from 1865 to 1980) to increase the proportion of its older population (65 years old and above) from 7 to 14 per cent. In Japan, the same process has occurred in 26 years (1970-1996). In Jamaica, it will take 18 years (2015-2033), and in Tunisia 15 years (2020-2035);

(g) By the end of this century, the majority of the world's older persons will be living in urban areas. It is projected that by the year 2000, almost 78 per cent of older women and more than 75 per cent of older men in more developed regions will be living in urban areas. The majority of older persons of both sexes in developing regions are expected to remain rural (about 58 per cent of women and 60 per cent of men);

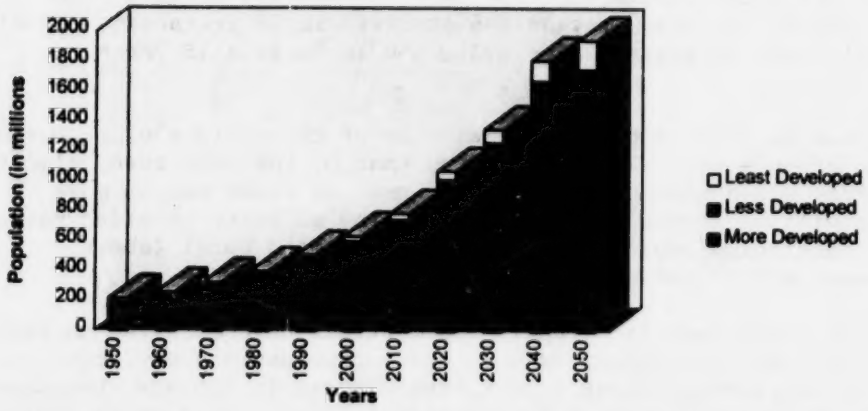
(h) Important short-term demographic fluctuations have occurred in recent years. In spite of their transitory nature, those fluctuations may, owing to their echo-effect, cause significant longer-term changes in the age structure of populations at the local, national or even regional levels, such as an unusual increase or decrease in the number of older persons (for instance, due to surges of refugees in sub-Saharan Africa), or an increase in the numbers of older widows (due to increased male mortality among the older working-age groups in several European countries in transition from centrally planned economies).

17. Population ageing has its specific features in developed and developing countries. In developed countries, it is the relative number of older persons that has the most significant implications. In developing countries, it is the absolute growth of older persons along with the speed of that growth that are most important.

18. Extended longevity (see figs. IV and V), which along with declining fertility is the universal cause of population ageing, affects both society and individuals. Implications for society are many and include impacts on patterns of production, consumption, savings and investment, as well as on labour market conditions and productivity, types of services required and patterns of public spending. Currently, the negative aspects of ageing, such as the increased costs of providing social services and benefits have been emphasized, while often ignoring the contribution that older persons can make to society, including its economic progress.

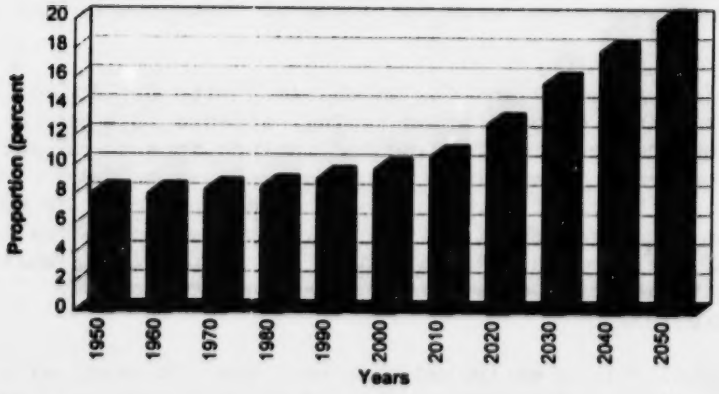
19. At the individual level, it is estimated that more than 20 years will be added to the average life of an individual by the end of this century. To take full advantage of that welcome gift of progress will require careful design of individual lifemaps, including the adoption of healthy life styles, adjustment of personal finances and planning for continuing education. Public policy should support such individual efforts.

Figure I. World population aged 60 and over, 1950-2050



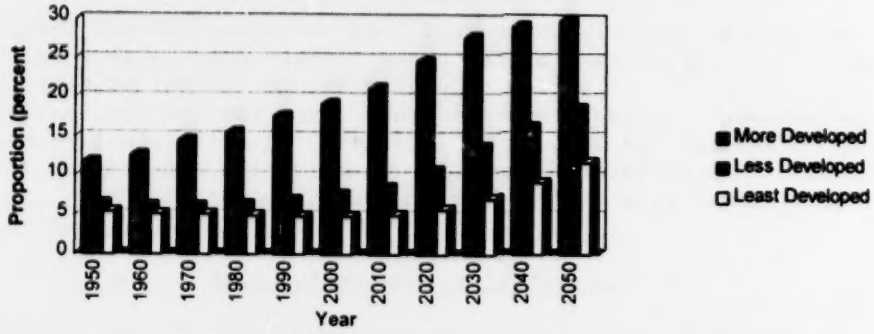
Source: United Nations Population Division, The Sex and Age Distribution of the World Populations (The 1994 Revision).

Figure II. Proportion of the world aged 60 and over, 1950-2050



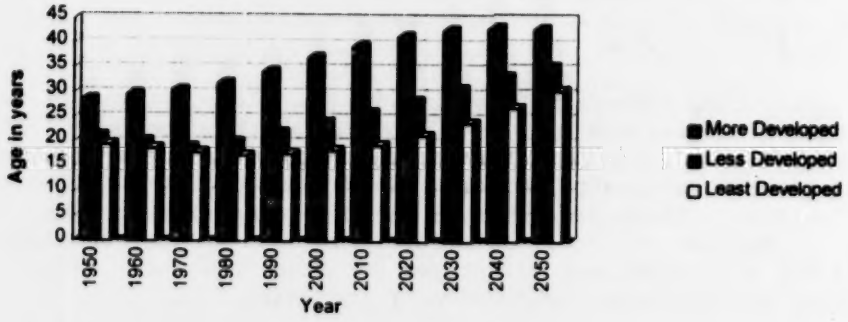
Source: United Nations Population Division, World Population Prospects (The 1994 Revision)

Figure III. Proportion of the population aged 60 and over, by country category, 1950-2050



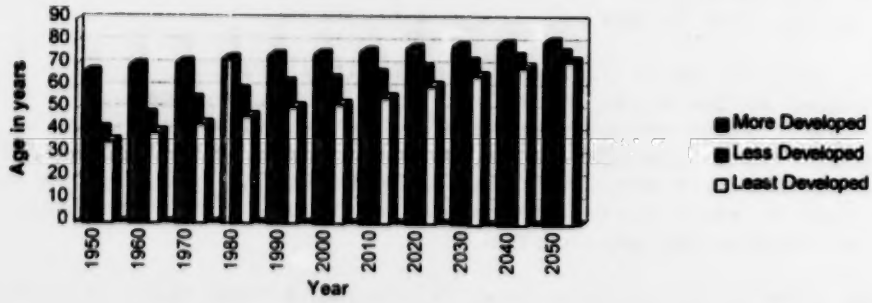
Source: United Nations Population Division, World Population Prospects (The 1994 Revision)

Figure IV. Median age by country category, 1950-2050



Source: United Nations Population Division, World Population Prospects (The 1994 Revision)

Figure V. Life Expectancy at birth for both sexes by country category, 1950-2050



Source: United Nations Population Division, World Population Prospects (The 1994 Revision)

III. INTERNATIONAL YEAR EXPANDS SCOPE OF DEBATE

20. Since the General Assembly designated 1999 the International Year of Older Persons (see its resolution 47/5 of 16 October 1992), preparations for the Year have provided a focus for activities on ageing within the United Nations system. A conceptual framework for the preparation and observance of the Year was submitted to the Assembly in 1995 (see A/50/114). An operational framework is under preparation to stimulate and coordinate activities and events, and to facilitate the dissemination of information about ageing.

A. Conceptual framework for 1999

21. The conceptual framework for the International Year of Older Persons, which the Assembly has invited States to adapt to national conditions (see its resolution 50/141), broadens the traditional approach to ageing. While continuing to address the situation of older persons and the relationship between development and the ageing of populations, it gives more weight than in the past to lifelong individual development and multigenerational relationships. The four facets are: (a) the situation of older persons; (b) lifelong individual development; (c) multigenerational relationships; and (d) development and the ageing of populations.

22. Current activities addressing the situation of older persons include the present exercise of review and appraisal, as well as the development of a data bank of national policies and programmes. The review and the data bank focus on sectoral arrangements for health, housing, education, employment, income security and welfare. These are intended to promote and improve the independence, participation, care, self-fulfilment and dignity of older persons, as set out in the United Nations Principles for Older Persons. Promotion of those Principles is the overall objective of the Year.

23. Lifelong individual development is being addressed in terms of changing life maps. For example, the life map of the industrial age, which comprised three successive stages - schooling in youth, work in adulthood and retirement in old age - is inadequate in an era requiring continuing education, work flexibility and an active as well as independent or self-supporting old age. A new life map is emerging, made up of periods of education, work and leisure mixed or blended in different proportions at different times in the individual's lifespan, giving rise to new policies and programmes.

24. If the years added to life are to be healthy, so must people's lifestyles, as was stressed at the First Joint Conference on Healthy Ageing (New York, April/May 1996), which was co-sponsored by the United Nations and the World Health Organization. The Conference was supported by Henkel Corporation, ASTA Medica and the New York Non-Governmental Organizations Committee on Ageing. It attracted some 40 media organizations and received worldwide publicity, including 40 minutes exposure on CNN.

25. In the area of multigenerational relations, a compendium of innovations and good practice is under preparation by the International Family Policy Forum of Canada.

26. The relationship between development and ageing of populations was highlighted at the major global conferences on economic, social and related issues held in the 1990s, as well as a number of expert meetings, including a meeting on issues of older persons in Eastern and Central Europe. The New York Non-Governmental Organizations Committee on Ageing, with some 50 member organizations, supported those conferences by preparing position papers, analysing draft documentation and expressing expert opinions on integrating ageing into the concerns of the International Conference on Population and Development, the World Summit for Social Development, the Fourth World Conference on Women and the United Nations Conference on Human Settlements (Habitat II).

27. The above-mentioned meeting at Vienna on designing policy responses to ageing in Eastern and Central European countries reviewed the impact on older persons of the sudden transition from centrally planned to market economies. In some cases, they seem to have been worse off than the poor in many developing countries. The meeting recommended both short-term emergency initiatives and medium or long-term measures to deal with the situation.

28. In 1994, the World Bank published Averting the Old Age Crisis to draw attention to the inadequacy of traditional social security systems in the context of population ageing. The Bank recommended three security pillars: (a) a mandatory tax-financed public pillar designed to alleviate poverty and coinsure against a multitude of risks; (b) a mandatory fully funded but privately managed pillar (based on personal savings accounts or occupational plans) to handle people's savings; and (c) a supplementary voluntary pillar (again based on personal savings or occupational plans) for people who want more income and insurance. The Bank's recommendations and other analogous proposals have sparked a lively debate on the relative role of the saving, redistribution and insurance components in old-age security programmes, as well as the role of government in their development and management. In recent years. the search has intensified for new social security systems, including those incorporating traditional systems, and the importance of lifelong preparation for later years has grown.

29. In summary, the Year 1999 presents an opportunity to review and update traditional concepts of ageing. For example, each new cohort of older persons arrives at the age of 60 with its own particular expectations, capabilities and needs, as conditioned by earlier opportunities and obstacles. A broadening of education, work and leisure opportunities is changing not only old age but the entire life course, which in turn gives rise to new intergenerational relationships and roles. And as the proportion of those over age 60 changes from approximately 1 in 14 to 1 in 4 (sooner in developed countries but faster in developing countries), the interrelationship of ageing and development will become evident in economic, social, political and cultural areas.

B. Operational framework for 1999

30. As work continues on the four facets of the conceptual framework, an operational framework is being devised to help stimulate local, national and international initiatives and exchanges. To assist work at the governmental level, an ad hoc informal open-ended support group of the Commission for Social

Development was established in 1996 by the Economic and Social Council (see its decision 1996/242). The support group held an organizational meeting in October 1996 and a substantive meeting in December 1996; it is planning several follow-up meetings to raise awareness, stimulate debate, identify innovations and exchange information among States and between States and other social actors.

31. The Department for Policy Coordination and Sustainable Development of the United Nations Secretariat, as the United Nations focal point for the Year, has adapted its mandated activities in support of the Year. To promote local, national and international activities, the Department has issued the local agenda on ageing for the 1990s. It has launched a promotional newsletter, Countdown to 1999. It has opened on the Internet a compendium of international initiatives for 1999 (see the Department's home page at http:www.un.org/dpcsd/social policy and development; or gopher.undp.org/un secretariat/dpcsd/social policy and development). The Department has reformulated its Bulletin on Ageing to both promote the Year and simultaneously follow up on the World Summit for Social Development in the areas of poverty eradication, employment and social integration.

32. The Department manages the Trust Fund for Ageing, which in 1982 supported preparations for the World Assembly on Ageing and could again serve as a catalyst of 1999 activities, particularly the preparation of ageing adjustment programmes for the countries making the demographic transition. The Banyan Fund is another potential source of funding for the Year, having been incorporated in the United States of America in 1996 after its transfer from France.

33. Eight United Nations agencies and bodies, as well as numerous national and international non-governmental organizations, have reported preparations for the Year (see sect. VI below). The Secretary-General will report on those and other preparations to the General Assembly at its fifty-second session.

IV. IMPLEMENTATION OF THE PLAN OF ACTION AT THE NATIONAL LEVEL

A. Infrastructure

34. In the fourth review and appraisal, of the 55 reporting countries, 40 (76 per cent) have indicated that they have a national mechanism to develop and coordinate policies and programmes related to ageing. In the third review and appraisal, by contrast, of the 72 reporting countries and areas, 47 (65 per cent) indicated the existence of such national mechanisms (see table 1). In 1996, 16 of the 21 developed countries (76 per cent) have indicated that a national coordinating mechanism is in place compared with 24 of the 34 developing countries (73 per cent). While those replies represent a slight decline for developed countries, they represent a 14 per cent increase for developing countries from 1992 (see table 1). In the Plan of Action, it is recommended that such national mechanisms include representatives of the Government, non-governmental organizations and organizations managed for and by older persons. In the fourth review and appraisal, representatives of non-governmental organizations have been included in 31 (72 per cent) of the national coordinating mechanisms: 48 per cent in developed countries, and 62 per cent in developing countries, a slightly higher level than that reported in 1992.

Table 1. Infrastructure on ageing, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

Reporting issue	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
National mechanism on ageing available	40 (47)	55 (72)	73 (65)	16 (14)	21 (16)	76 (87)	24 (33)	34 (56)	71 (59)
Government adopted a national plan or programme of action on ageing	27 (37)	55 (72)	50 (51)	8 (12)	21 (16)	38 (75)	19 (25)	34 (56)	56 (45)
Non-governmental organizations of and/or for older persons	48 (59)	55 (72)	87 (82)	20 (16)	21 (16)	95 (10)	28 (43)	34 (56)	82 (77)
Research centres dealing with ageing	24 (34)	55 (72)	44 (47)	14 (13)	21 (16)	67 (81)	10 (21)	34 (56)	29 (38)
Training centres and/or programmes dealing with ageing	22 (31)	55 (72)	40 (43)	9 (11)	21 (16)	43 (69)	13 (20)	34 (56)	38 (36)
Governmental dissemination of reports on ageing	21 (20)	55 (72)	38 (28)	13 (12)	21 (16)	62 (75)	8 (8)	34 (56)	24 (14)
Government designated 1 October as national day for older persons	36 (31)	55 (72)	66 (43)	12 (7)	21 (16)	57 (44)	24 (24)	34 (56)	71 (43)
Government designated a day other than 1 October as national day for older persons	8 (13)	55 (72)	15 (19)	2 (3)	21 (16)	10 (19)	6 (10)	34 (56)	18 (18)
Government promulgated the United Nations Principles for Older Persons	22 (18)	55 (71)	40 (25)	10 (6)	21 (16)	48 (38)	12 (12)	34 (55)	35 (22)
Government promulgated other legislation on rights of older persons	19 (27)	55 (71)	34 (38)	8 (8)	21 (16)	38 (45)	11 (19)	34 (55)	32 (35)

[a] 1992 figures in parentheses.

35. An equally important indicator of an ageing infrastructure is the presence of national programmes or plans of action on ageing. In approximately one half of the 55 countries included in the analysis, Governments have adopted national plans or programmes of action on ageing (see table 1). Compared with the 1992 review and appraisal, such plans were down significantly in developed countries (from 75 per cent to 38 per cent) but up in developing countries (from 45 to 56 per cent). In 52 of 55 countries reporting such national plans of action, the International Plan of Action on Ageing had been incorporated into those plans of action. Examples of that infrastructure include Finland, where the Ministry of Social Affairs and Health has set up a national committee to develop a national plan for ageing policy, which was published in 1996. In Japan there are two such plans. The first includes guidelines on policy for a society of longevity. The second is a revised 10-year strategy to promote the health and welfare of older persons, based on the basic act for aged society policy, which was developed in 1995.

36. Nearly 90 per cent of countries have reported the presence of non-governmental organizations of and/or for the older persons. That figure represents a slight increase since 1992, when 59 of the 72 countries so reported. While 95 per cent of the developed countries were able to identify such organizations, non-governmental organizations of and/or for the older persons were reported to be available in 82 per cent of the developing countries, a small increase from 1992 levels (see table 1). When such organizations were reported to be available in developing countries, 31 per cent reported only a single organization and 35 per cent reported three or more.

37. Twenty-four of the countries reported having research centres dealing with the ageing of populations (see table 1). Twenty-nine per cent of the developing countries participating in the fourth review and appraisal were able to identify such research centres (see table 1), compared with 38 per cent in 1992. Only four developing countries in the second review and appraisal reported having research centres. As in 1992, the majority of the centres appear to be university-based.

38. More than one third (22) of the countries that submitted replies for the fourth review and appraisal have acknowledged the availability of geriatric and gerontological training centres (see table 1). More than one third of the developing countries reported having national training centres (see table 1). The above data are consistent with the findings of the third review and appraisal. Interestingly, however, fewer developed countries (43 per cent in 1996 and 69 per cent in 1992) have reported the availability of such centres. Those training centres were both university-based and independent.

39. Eighty per cent of countries have reported the availability of national data collection systems that included age and gender-specific information; however, Governments have regularly produced and disseminated reports on the national ageing situation in only slightly more than one third of countries (see table 1). Twenty-four per cent of the developing countries have produced reports on the ageing situation, up from 14 per cent in 1992 (see table 1). About one quarter of the Governments, including 33 per cent of the developed and 21 per cent of the developing countries, have produced national directories of

public and private organizations concerned with ageing and/or services and opportunities for the aged.

40. In 36 of the 55 reporting countries, 1 October had been designated as national day for the older persons. In eight other countries, another day had been so designated. Thus, in 81 per cent of the reporting countries, including both developed and developing countries, there was reported to be a national day for older persons (see table 1), up from two thirds of the countries so reporting in 1992. In a few countries, a week or a month had been dedicated to older persons.

41. Twenty-two of the 55 reporting countries (40 per cent) had promulgated the United Nations Principles for Older Persons, a 15 per cent increase from 1992. While there was a 10 per cent increase reported from developed countries, developing countries reported an increase from 22 per cent to 35 per cent between 1992 and 1996 in promulgating the Principles for Older Persons. Nineteen countries had promulgated other legislation on the rights of the older persons (see table 1); for example, Turkey has supported social security and health-care legislation that ensures aged pensioners the right to health care.

42. Thus, over three quarters of the reporting countries had an identifiable national coordinating body or network for ageing, up from two thirds in 1992. Growth was most pronounced in developing countries. As in 1992, only half the countries have adopted a national plan and programme of action on ageing or have country-based research or training centres to deal with issues related to ageing. There are national data systems available, but reports on the national ageing situation are being produced in only one third of the countries. National directories of organizations concerned with ageing and aged persons continue to be available in only a few countries. Developing countries as a whole continue to lag significantly behind developed countries in building their infrastructure to deal with ageing issues. As noted in the third review and appraisal, awareness of ageing issues continues to grow, but development of the infrastructure necessary to support the translation of that awareness into action has remained a slow and uneven process.

B. Ageing and development

43. Nearly two thirds of all reporting countries, including more than 80 per cent of the developing countries, have reported the existence of a nationwide development plan. Individual and population ageing is reported to have been dealt with in nearly one half (25 countries) of their national development plans. In developing countries, 53 per cent reported that relationship, an increase of approximately 20 per cent since 1992. In addition, 13 countries, including a larger percentage of the developed than of the developing countries, have dealt with ageing in other forms of nationwide planning (see table 2).

Table 2. Impact of ageing on development, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
Reporting issue	Yes	Total	%	Yes	Total	%	Yes	Total	%
Nationwide development plan dealing specifically with ageing	25 (25)	55 (72)	46 (35)	7 (7)	21 (16)	33 (38)	18 (19)	34 (56)	53 (34)
No development plan: ageing dealt with in some other form of nationwide planning	13 (15)	55 (72)	24 (21)	7 (7)	21 (16)	33 (44)	6 (8)	34 (56)	18 (14)
Government identified impact of ageing									
On future size of workforce	34 (39)	55 (72)	62 (54)	16 (15)	21 (16)	76 (94)	18 (36)	34 (56)	53 (43)
On future costs of pensions	34 (51)	55 (72)	62 (71)	17 (15)	21 (16)	81 (94)	17 (36)	34 (56)	50 (64)
On future costs of institutional care	33 (41)	55 (72)	60 (57)	17 (14)	21 (16)	81 (88)	16 (27)	34 (56)	48 (48)
On consumption and its structure	23 (26)	55 (72)	42 (36)	11 (10)	21 (16)	52 (63)	12 (16)	34 (56)	35 (29)
On savings and investment	22 (27)	55 (72)	40 (38)	11 (10)	21 (16)	52 (63)	11 (17)	34 (56)	32 (31)
Government-supported programmes to integrate older persons									
Income-generating activities	26 (34)	55 (72)	47 (47)	7 (8)	21 (16)	33 (5)	19 (26)	34 (56)	56 (46)
Employment training and placement	23 (23)	55 (72)	42 (32)	9 (8)	21 (16)	43 (50)	14 (15)	33 (56)	41 (27)
Intergenerational activities	31 (40)	55 (72)	57 (56)	15 (11)	21 (16)	71 (69)	16 (29)	33 (56)	47 (52)

Reporting issue	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Older persons volunteer programmes	33 (43)	55 (72)	60 (60)	16 (12)	21 (16)	76 (75)	17 (31)	33 (56)	50 (55)
Participation of older persons in planning of services	25 (30)	55 (72)	46 (42)	12 (8)	21 (16)	57 (50)	13 (22)	34 (56)	38 (39)
Programmes developed by non-governmental organizations to integrate older persons									
Income-generating activities	26 (26)	55 (72)	48 (36)	7 (8)	21 (16)	33 (50)	19 (18)	34 (56)	56 (32)
Employment training and placement	25 (19)	55 (72)	46 (26)	9 (6)	21 (16)	43 (3)	16 (13)	34 (56)	47 (23)
Intergenerational activities	30 (34)	55 (72)	56 (47)	15 (12)	21 (16)	76 (75)	14 (22)	34 (56)	42 (39)
Older persons volunteer programmes	36 (36)	55 (72)	66 (50)	17 (11)	21 (16)	81 (31)	19 (25)	34 (56)	56 (45)

[a] 1992 figures in parentheses.

44. In the third review and appraisal, there was considerable evidence that Governments, in both developed and developing countries, had been assessing the impact of population ageing on future costs of pensions, future costs of institutional care and the future size of the workforce. At the time of the second review and appraisal, such studies were undertaken almost exclusively in developed countries. In the fourth review and appraisal, the trend for Governments to be studying the impact of ageing on policies and programmes continues to expand. Issues of workforce size, costs of institutional care, consumption and savings patterns have all seen increased attention. Only the future costs of pensions is surprisingly reported to have received less attention than in 1992 (see table 2).

45. In the third review and appraisal, Governments reported that they were involved with programmes that supported the integration of the older persons into mainstream development activities. That trend continued in the fourth review and appraisal. By 1996, government-supported income-generating activities in general remained at the same level as in 1992. At the same time, that index increased in developing countries and declined in developed ones.

Intergenerational and volunteer-supported activities were reported in more than half the countries, with higher levels of activities reported in developed countries and declining levels in developing countries. Forty-two per cent of countries reported the availability of programmes supporting employment training and placement services for older persons. The major increase in such support was reported principally in developing countries, while in developed countries a decline relative to the third review was noted (see table 2).

46. In the fourth review and appraisal, non-governmental organizations have generally been reported to be more involved in programmes for integrating the older persons into development activities than were Governments. This is a reversal from 1992, when non-governmental organizations were reported to be less involved in such development activities than Governments. While older persons volunteer programmes and intergenerational activities received the highest levels of attention, the contrast between developed and developing countries was significant. In developed countries, voluntarism and intergenerational activities predominated. In developing countries, income-generating and volunteer activities received equally high attention (56 per cent). Employment training activities were reported in 47 per cent and intergenerational activities in 42 per cent of developing countries (see table 2). In 1992, the focus had been on older persons volunteer programmes and intergenerational activities. In only one third or less of the countries were non-governmental organizations reported to be involved in income-generating and employment training and placement activities in 1992 (see table 2).

47. In conclusion, Governments and non-governmental organizations continue to be concerned about national development planning. However, the recognition by Governments and non-governmental organizations of the impact of ageing on development appears to be limited by such areas of inquiries as the potential costs of an ageing population, as measured by future costs of caring for frail older persons, future costs of pensions and the changing age structure of the workforce. Where programmes to facilitate the participation of older persons have been available, the major focus has been on expanding volunteer and intergenerational activities, particularly in developed countries. What does seem significant is that developing countries have expanded their recognition that older persons can be integrated into development through the expansion of income-generation activities, employment training and placement, and participation in the planning of services. In the case of developing countries, those activities have been receiving increased attention from both Governments and non-governmental organizations. Finally, the fourth review has revealed most of the prevailing tendencies in the approach of Governments and non-governmental organizations to ageing and development that became apparent in the previous third review.

C. Health and nutrition

48. Governments have been very active in promulgating the World Health Organization (WHO) "Health for all" campaign. In 1992, 90 per cent of reporting countries promulgated a "Health for all" campaign. In 1996, 84 per cent have so reported. In a major shift from the 1992 review and appraisal, in which nearly all the reporting developed countries indicated that they had introduced a prevention and/or rehabilitation programme to deal with age-specific disorders,

the 1996 review and appraisal has revealed that less than half the reporting developed countries have such a programme in place. On the other hand, over 40 per cent of developing countries have done so, so that they have remained constant between 1992 and 1996 (see table 3). Where such programmes have been introduced, they have focused on primary prevention (44 per cent), rehabilitation (33 per cent) and secondary prevention (29 per cent).

Table 3. Health and nutrition for the older persons, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
Reporting issue	Yes	Total	%	Yes	Total	%	Yes	Total	%
Prevention and/or rehabilitation programme to deal with age-specific disorders	23 (37)	55 (72)	42 (51)	9 (14)	21 (16)	47 (87)	13 (23)	34 (56)	41 (41)
Health care for persons aged 60 and over	26 (34)	55 (71)	47 (48)	14 (13)	21 (16)	67 (81)	12 (21)	34 (55)	35 (38)
Home health care for the older persons	28 (29)	55 (70)	50 (41)	18 (16)	21 (16)	86 (100)	10 (13)	34 (54)	29 (24)
Geriatric training	36 (45)	55 (72)	66 (62)	18 (16)	21 (16)	86 (100)	18 (29)	34 (56)	53 (52)

[a] 1992 figures in parentheses.

49. Health services specifically designed for persons 60 years of age and over are available in 26 countries. The availability of such services is reported in the majority of the developed countries, compared with only slightly over one third of the developing countries. Those numbers represent a decline from the findings of the 1992 review and appraisal (see table 3). As in 1992, less than one fourth of all the countries have reported services specifically designed for the very old (80 and over). Where health services designed for older persons were available, consistent with the reports in 1992, they focused on acute care hospital services, mental health services and primary health care. Again, as in the 1992 review, about one fourth of countries reported the availability of dental, eye and foot care for older persons.

50. Nearly every developed country has reported the availability of the home health care for the older persons. Twenty-nine per cent of the developing countries have home health care for the older persons, an increase from 24 per cent over 1992 levels (see table 3). Only about 10 per cent of all reporting countries, however, offer coverage to all their older persons

population. In the remaining countries, coverage offered varies from only a small portion to up to 25 per cent of the older persons population.

51. Eighty-six per cent of the developed countries have acknowledged the availability of geriatric training, compared with only slightly more than half the developing countries (see table 3). Where such training is available, the principal recipients, as in 1992, are nurses, physicians, social workers, physiotherapists, primary health workers and volunteers. Family-care workers are identified least often as the recipients of such training in both 1992 and 1996.

52. Health care remains a significant concern for Governments, as revealed by the number of countries promulgating the WHO "Health for all" campaign. As in 1992, many countries have difficulties in translating that ideal into practice for older persons. The fourth review and appraisal found that while developing countries are continuing their efforts to give attention to preventive and rehabilitative health care for the older persons, there seems to be declining interest in developed countries for such programmes. The fourth review has also found that in developing countries the availability of major health and care services for older persons, as well as of geriatric training, has in principle remained at the same rather insufficient level as was noted four years ago.

D. Housing and environment

53. In a reversal of the findings of the 1992 review and appraisal, when 88 per cent of countries reported the presence of a housing policy for older persons, less than two thirds of the developed countries (62 per cent) in 1996 stated that they had such a policy. In the case of developing countries, the drop was from 32 per cent to 18 per cent (see table 4). Consistent with the reports of 1992, the major directions of available housing policy for older persons are integrated housing, housing adapted to enable older persons to continue living in their own homes, and special segregated housing for the older persons.

54. Governments have continued to assume the major responsibility for providing housing and related support programmes for older persons. From one half to one third of Governments reported that they have supported programmes that include reduced transportation fares, public financing of housing, establishment of boarding homes, education for personal security in the home and community, coordination of housing with services and provision of transportation for the frail (see table 4). Non-governmental organizations continue to be most active in establishing boarding homes, education for personal security, and coordination of housing with community services. The adaptation of family housing for older persons has received minimal attention from both governmental and non-governmental organizations. In 1992, the lowest priority was attributed to the provision of transportation.

55. Thus, issues related to housing and the environment have received even less attention from both governmental and non-governmental organizations over the period 1992 to 1996. Where programmes are in place, Governments generally appear to have taken a much larger role than non-governmental organizations.

Table 4. Housing and environment for the older persons, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

Reporting issue	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Housing policy for the older persons	19 (32)	55 (72)	35 (44)	13 (14)	21 (16)	62 (88)	6 (18)	34 (56)	18 (32)
	Programme sponsor								
	Government[a]			Non-governmental organization[a]			Both Government and non-governmental organization[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Programmes on housing or environment for older persons									
Adaptation of family housing to facilitate needs of older persons	13 (18)	55 (72)	24 (25)	6 (9)	55 (72)	11 (13)	3 (7)	55 (72)	6 (10)
Improvement of homes and public facilities	18 (29)	55 (72)	33 (40)	9 (12)	55 (72)	16 (17)	5 (10)	55 (72)	9 (14)
Public financing of housing	22 (21)	55 (72)	40 (29)	7 (7)	55 (72)	13 (10)	5 (7)	55 (72)	9 (10)
Establishment of boarding homes	21 (27)	55 (72)	38 (38)	19 (21)	55 (72)	35 (29)	11 (14)	55 (72)	20 (19)
Reduced transportation fares	28 (28)	55 (72)	51 (39)	3 (7)	55 (72)	6 (10)	2 (4)	55 (72)	4 (6)
Provision of transportation for the frail	19 (15)	55 (72)	35 (21)	9 (11)	55 (72)	16 (15)	7 (7)	55 (72)	13 (10)
Education of personal security in the home and the community	20 (21)	55 (72)	36 (29)	15 (12)	55 (72)	27 (17)	11 (10)	55 (72)	20 (14)
Coordination of housing with community services	19 (19)	55 (72)	35 (26)	13 (10)	55 (72)	24 (14)	11 (8)	55 (72)	20 (11)

[a] 1992 figures in parentheses.

E. Family

56. In the third review and appraisal, it was found that programmed activity in support of integrating the aged into families are quite limited. In the fourth review and appraisal, activities within that priority area of the International Plan of Action remain insufficient. Where there are programmes to integrate the older persons into the family, the major focus of programmes is the provision of social services for families with older persons, the education of family members to support the older persons and educational programmes to promote roles for the older persons in the family. From one third to one half of Governments report that they have such programmes. As might be expected, the developed countries have much higher levels of social services for families (81 per cent) than do developing countries (29 per cent). On the other hand, educational programmes to promote the roles of older persons are more evident in developing countries (44 per cent) than in developed countries (29 per cent). Interestingly, while only 16 per cent of countries reported availability of grants for multigenerational income-generating projects, 24 per cent of the developing countries so reported and only 5 per cent of the developed countries affirmed the presence of such programmes (see table 5).

Table 5. Families and the older persons, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
Reporting issue	Yes	Total	%	Yes	Total	%	Yes	Total	%
Programmes to integrate older persons into the family									
Grants to encourage multigenerational family-based income-generating projects	9 (16)	55 (70)	16 (23)	1 (4)	21 (15)	5 (27)	8 (12)	34 (55)	24 (22)
Educational programmes promoting roles of older persons in the family	21 (24)	55 (70)	38 (34)	6 (5)	21 (15)	29 (33)	15 (19)	34 (55)	44 (35)
Loans for dwelling improvement for families with older persons	4 (11)	55 (70)	7 (16)	4 (7)	21 (15)	19 (47)	0 (4)	34 (55)	0 (7)

Reporting issue	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Education of family members to support older persons	23 (23)	55 (70)	42 (33)	11 (9)	21 (15)	52 (60)	12 (14)	34 (55)	36 (26)
Social services for families with older persons	27 (35)	55 (70)	50 (50)	17 (13)	21 (13)	81 (87)	10 (22)	34 (55)	29 (40)
Rewards for family caregiving	12 (17)	55 (70)	22 (25)	11 (9)	21 (15)	52 (64)	1 (8)	34 (55)	3 (15)
Government-adopted measures to support older women	13 (22)	55 (72)	24 (31)	8 (6)	21 (16)	38 (38)	5 (16)	34 (56)	15 (29)

[a] 1992 figures in parentheses.

57. Only one fourth of countries report that special measures have been adopted to support older persons women and widows, down from one third reporting the presence of such measures in 1992 (see table 5).

58. In conclusion, it appears that the International Year of the Family (1994) has not brought a significant upsurge in programmes to integrate older persons into the family. It is interesting that the principal avenue for dealing with families and their ageing members in developed countries is through the provision of social services. Developing countries, in turn, appear to be focusing more of their attention on helping to find or ensure appropriate roles for older persons in the family context and teaching the family how better to support the family.

F. Social welfare

59. In the fourth review and appraisal, nearly three quarters of countries (40 of 55 countries) have indicated that they have social welfare services specifically designed for persons aged 60 and over, which represents an upward growth in such services over the years. In the second review and appraisal, the range of social services for the older persons was very limited in developing countries. In a major turn-around, in the third review and appraisal over two thirds of all countries and nearly two thirds of the developing countries have reported the availability of such services. In the fourth review and appraisal, the percentages reporting the availability of social welfare services in developing countries has grown slightly from 62 per cent in 1992 to 67 per cent (see table 6). In both the third and fourth review and appraisal, about one third of the countries in which such services were reported to be available also had services specifically designed for rural older persons. In the fourth

review and appraisal, only 20 per cent of the countries have reported social welfare services specifically designed for the very old (80 years and over).

60. The most frequently government-provided social welfare services for older persons in the fourth review and appraisal have included senior centres, food and clothing commodities, home help, and home-delivered and congregate meals. Telephone reassurance systems, respite care and transportation services are the least frequently provided services by reporting Governments. Governments and non-governmental organizations have played nearly equal roles in the provision of escort and transportation, food and clothing provisions and home-help services. Non-governmental organizations appear to have taken a more aggressive role in the provision of groups and home-delivered meals, clubs for the older persons, friendly visitors and telephone contact systems (see table 6). Thus, when a range of social welfare supports are available for older persons, it appears to come from a shared responsibility of Governments and non-governmental organizations.

61. As in both the second and the third review and appraisal, all developed countries and two thirds of developing countries reported that institutional facilities are available or planned for the older persons (see table 6). The average number of facilities reported by developed countries was about 2,500, ranging from countries with very few institutions to countries with over 15,000 institutions. For developing countries, the range was from 1 to 800 institutions reported by countries, with the average being about 90 institutions, except for China, which reported 43,000 institutional facilities. In the developing countries in which institutions for older persons are available, less than 2 per cent of older persons resided in such institutions, compared with 4.8 per cent in developed countries. Slightly more than one third of developed countries and only 15 per cent of developing countries reporting (compared with nearly one half in 1992) planned to expand available institutional facilities for older persons; one third of developed and one quarter of developing countries planned to restrict further construction of institutional facilities. Over two thirds of developed countries but less than one quarter of developing countries have made plans for the innovative designing or reorganizing of such facilities.

62. The fourth review and appraisal found that the majority of Governments (60 per cent) have promoted health and social services for older persons. The availability of such services appears to be expanding, with an important combination of sponsorships by both Governments and non-governmental organizations: nearly three quarters of Governments in developed and developing countries have reported working with non-governmental organizations in providing services for older persons. Governments have worked with non-governmental organizations in providing financial assistance, participating in joint planning, and coordinating the delivery of services to older persons.

Table 6. Welfare for the older persons, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

Reporting issue	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Social welfare services for older persons	40 (49)	55 (71)	73 (69)	17 (15)	21 (16)	81 (94)	23 (34)	34 (55)	67 (62)
Institutional facilities for older persons	44 (54)	55 (72)	80 (75)	21 (16)	21 (16)	100 (10)	23 (38)	34 (56)	67 (68)
	Service sponsor								
	Government[a]			Non-governmental organization[a]			Both Government and non-governmental organization[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Type of social welfare service									
Senior and/or day-care centres	28 (35)	55 (72)	51 (49)	24 (29)	55 (72)	44 (40)	19 (25)	55 (72)	35 (35)
Meals-in group setting	15 (18)	55 (72)	27.8 (25)	21 (18)	55 (72)	38 (25)	12 (13)	55 (72)	22 (18)
Clubs for the older persons	15 (23)	55 (72)	27 (32)	27 (29)	55 (72)	49 (40)	12 (17)	55 (72)	22 (35)
Friendly visitors	15 (19)	55 (72)	27 (26)	26 (2)	55 (72)	47 (35)	10 (11)	55 (7)	18 (15)
Telephone contact systems	9 (13)	55 (72)	16 (18)	16 (14)	55 (72)	29 (19)	5 (8)	55 (72)	9 (11)
Escort and/or transportation services	13 (14)	55 (72)	23 (19)	13 (12)	55 (72)	23 (17)	7 (7)	55 (72)	13 (10)
Respite care	11 (15)	55 (72)	20 (21)	9 (14)	55 (72)	16 (19)	7 (10)	55 (72)	13 (14)
Food and clothing commodities	20 (23)	55 (72)	36 (32)	18 (22)	55 (72)	33 (31)	13 (13)	55 (72)	24 (32)
Home-delivered meals	16 (13)	55 (72)	29 (18)	18 (14)	55 (72)	33.3 (19)	10 (10)	55 (72)	18 (14)
Home help	20 (17)	55 (72)	36 (24)	21 (20)	55 (72)	38 (28)	13 (12)	55 (72)	24 (17)
Laundry services	13 (12)	55 (72)	24 (17)	11 (11)	55 (72)	20 (15)	8 (7)	55 (72)	14 (10)

[a] 1992 figures in parentheses.

G. Income security and employment

63. In the fourth review and appraisal, 33 of the 55 reporting countries (60 per cent) have reported a fixed retirement age, down slightly from 1992, when 65 per cent so reported. Twenty countries (36 per cent) have reported retirement age to be flexible. A slightly higher percentage of developing countries (62 per cent compared with 57 per cent) reported a fixed retirement age (see table 7). Even in countries in which the retirement age was fixed and compulsory, it was reported to vary, depending on gender and sector. As in the third review and appraisal, about one quarter of the Governments reporting expect modifications in retirement ages over the next few years.

64. Income security can be provided through pension and/or social security schemes. Over four fifths of developed countries (85 per cent), up from two thirds in 1992, and about one fourth of developing countries (27 per cent, a 5 per cent increase from 1992) have reported that they have universal coverage schemes. Limited coverage is available in 9 per cent of developed countries and close to two thirds of developing countries (see table 7). Some countries have reported the availability of both universal and limited coverage schemes. Interestingly, greater percentages of both developed and developing countries have reported the availability of universal coverage, and a lesser percentage have reported the availability of limited coverage in the fourth review and appraisal, compared with the third review and appraisal. By way of comparison, in the second review and appraisal slightly more than half the developing countries reported universal or limited pension and/or social security coverage.

65. The highest percentages of limited coverage are typically provided for salary earners, government employees, disabled older persons and veterans. As in 1992, the sectors with the lowest reported coverage include agricultural workers and older women. Governments have reported that special protection is provided to women as part of pension policies in about two thirds of developed countries and less than one third of developing countries. Those findings are very close to 1992 levels. In countries that provide protection for older women, such policies include homemaker credits, early retirement stipulations and survivor pensions. Approximately two thirds of developed countries have reported that their retirement schemes cover 100 per cent of the population 60 years of age and older. Only one developing country has reported having a retirement scheme that covers as much as 50 per cent of the older persons population.

66. Forty-four per cent of responding countries, up from 34 per cent in 1992, have reported the availability of policies targeting the neediest older persons by providing minimum benefits. Over four fifths of developed countries (85 per cent) have indicated that they have policies and/or programmes to ensure that minimum benefits are available. As in 1992, less than one fifth of developing countries (18 per cent) have reported the availability of such benefits (see table 7).

Table 7. Income security and employment for the older persons, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

Reporting issue	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Retirement age									
Flexible	20 (25)	55 (71)	36 (35)	9 (7)	21 (16)	42 (44)	11 (19)	34 (55)	32 (34)
Fixed	33 (45)	55 (71)	60 (65)	12 (9)	21 (16)	57.1 (56)	21 (36)	34 (55)	62 (66)
Income security									
Universal coverage	27 (22)	55 (70)	49 (31)	18 (10)	21 (16)	85 (63)	9 (12)	34 (55)	27 (22)
Limited coverage	22 (43)	55 (70)	40 (61)	2 (7)	21 (16)	9 (44)	20 (36)	34 (55)	59 (67)
Policy to ensure that minimum benefits are met	24 (24)	55 (71)	44 (34)	18 (14)	21 (16)	85 (88)	5 (10)	34 (55)	18 (18)

Reporting issue	Sponsor of measure								
	Government[a]			Non-governmental organization[a]			Both Government and non-governmental organization[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Measures to assist the older persons in finding employment									
Creation of full or part-time employment	15 (21)	55 (72)	27 (29)	10 (12)	55 (72)	18 (17)	8 (10)	55 (72)	15 (14)
Income-generating activities	11 (19)	55 (72)	20 (26)	14 (13)	55 (72)	26 (72)	9 (8)	55 (72)	16 (11)
Self-employment schemes	9 (14)	55 (72)	16 (19)	12 (8)	55 (72)	22 (11)	5 (5)	55 (72)	9 (7)
Cooperatives for the older persons	9 (15)	55 (72)	16 (21)	12 (10)	55 (72)	22 (14)	7 (5)	55 (72)	13 (7)
Provision of job training	11 (15)	55 (72)	20 (21)	10 (8)	55 (72)	18 (11)	7 (4)	55 (72)	13 (6)

Reporting issue	Sponsor of measure								
	Government[a]			Non-governmental organization[a]			Both Government and non-governmental organization[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Promotion of methods to identify suitable employment opportunities	13 (12)	55 (72)	24 (17)	9 (8)	55 (72)	16 (11)	6 (6)	55 (72)	11 (8)
Promotion of the development of microenterprises	7 (14)	55 (72)	13 (19)	14 (8)	55 (72)	25 (11)	6 (6)	55 (72)	11 (8)

[a] 1992 figures in parentheses.

67. At the same time, many older persons desire and are able to provide for their own income security through employment. Public policy can therefore be made available to promote employment through a variety of measures, including job training or retraining, job placement, job development and protecting older persons from age discrimination in employment. In 1992, approximately 25 per cent of countries reported that they had implemented measures to assist older persons in finding or returning to active employment. In 1996, that number increased to 47 per cent. Government measures to support employment for older persons have included creating full or part-time employment opportunities (27 per cent), developing methods to find suitable employment for older persons (24 per cent), creating income-generating activities and providing job training (20 per cent each). Non-governmental organizations, although their activities have been limited, have been more active in promoting income-generating activities (26 per cent of the countries), the development of microenterprises (25 per cent), and the establishment of cooperatives for older persons and self-employment schemes (22 per cent) (see table 7). In the third review and appraisal, only one fifth of countries reported the availability of policies, programmes and/or legislation to prevent age discrimination in employment. In the fourth review and appraisal, over one quarter of all countries have reported such measures.

H. Education

68. The fourth review and appraisal has found that from one third to one half of Governments reporting have programmes in adult education, literacy education, special fees for admission to cultural institutions, handicraft workshops and community-based recreation programmes for older persons. Countries have also reported that non-governmental organizations are involved in one third to one half of programmes promoting educational activities, including handicraft workshops, community-based recreation, adult education, physical/rehabilitation, access to educational facilities and pre-retirement training. As in 1992, only 10 countries have reported government-sponsored programmes to make available

third-age universities. However, 14 countries in both the third and fourth reviews and appraisals have reported that non-governmental organizations have established such universities (see table 8).

Table 8. Education for the older persons, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

Reporting issue	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Programmes to education the general public on ageing	23 (33)	55 (71)	42 (46)	5 (8)	21 (16)	23 (50)	18 (25)	34 (55)	53 (45)
	Programme sponsor								
	Government[a]			Non-governmental organization[a]			Both Government and non-governmental organization[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Educational programmes									
Pre-retirement training	15 (22)	55 (72)	27 (31)	18 (20)	55 (72)	33 (28)	9 (14)	55 (72)	16 (19)
Physical education and/or rehabilitation	15 (25)	55 (72)	27 (35)	19 (20)	55 (72)	34 (28)	11 (13)	55 (72)	20 (18)
Literacy education	20 (27)	55 (72)	36 (38)	16 (19)	55 (72)	29 (26)	11 (12)	55 (72)	20.4 (17)
Adult education	24 (37)	55 (72)	43 (51)	19 (27)	55 (72)	35 (38)	13 (17)	55 (72)	24 (24)
Establishment of third-age universities	10 (10)	55 (72)	18 (14)	14 (14)	55 (72)	25 (19)	4 (6)	55 (72)	7 (8)
Access to universities	17 (21)	55 (72)	31 (29)	12 (10)	55 (72)	22 (14)	6 (8)	55 (72)	11 (11)
Access to community-based educational facilities	16 (24)	55 (72)	29 (33)	19 (17)	55 (72)	34 (24)	11 (14)	55 (72)	20 (19)
Community-based recreation-oriented programme	20 (26)	55 (72)	36 (36)	25 (27)	55 (72)	46 (38)	15 (18)	55 (72)	27 (25)

	Programme sponsor								
	Government[a]			Non-governmental organization[a]			Both Government and non-governmental organization[a]		
	Yes	Total	%	Yes	Total	%	Yes	Total	%
Reduced admission fees to cultural institutions	21 (30)	55 (72)	38 (42)	11 (13)	55 (72)	20 (18)	7 (10)	55 (72)	13 (14)
Special workshops in handicrafts	20 (22)	55 (72)	36 (31)	21 (21)	55 (72)	42 (29)	16 (11)	55 (72)	29 (15)
Older persons function as teachers and/or leaders in:									
Evaluation, recording, and transmission of cultural heritage	19 (18)	55 (72)	34 (25)	22 (19)	55 (72)	40 (26)	11 (8)	55 (72)	20 (11)
Training for employment	10 (12)	55 (72)	18 (17)	16 (14)	55 (72)	29 (19)	8 (8)	55 (72)	14 (11)
Intergenerational projects	13 (17)	55 (72)	24 (24)	22 (20)	55 (72)	40 (28)	10 (8)	55 (72)	18 (11)
Education of mentally retarded children	7 (6)	55 (72)	13 (8)	14 (12)	55 (72)	26 (17)	7 (3)	55 (72)	13 (4)
Language classes and cultural activities for immigrants	5 (5)	55 (72)	9 (7)	8 (12)	55 (72)	14 (17)	3 (4)	55 (72)	5 (6)
Art, drama, music, handicraft classes	14 (19)	55 (72)	25 (26)	21 (19)	55 (72)	38 (26)	11 (5)	55 (72)	20 (7)
Literacy education	10 (9)	55 (72)	18 (13)	12 (10)	55 (72)	21 (14)	4 (2)	55 (72)	7 (3)

[a] 1992 figures in parentheses.

69. As in the third review and appraisal, between 30 and 50 per cent of countries have reported in the fourth review that Governments and non-governmental organizations have involved older persons as evaluators, teachers and transmitters of cultural heritage, leaders of intergenerational projects, and teachers and/or leaders in fine arts and/or handicraft classes. Older persons are less involved in language acquisition classes, literacy education and working with special populations of children. It is interesting that non-governmental organizations are reported to be involving more older

transmission of culture; employment training; intergenerational projects; art, drama and handicraft classes; and the education of special populations of children (see table 8).

70. As populations age, the education of the general public about ageing becomes increasingly important. Forty-two per cent of countries reported the availability of such programmes, approximately the same percentage as was reported in 1992. It is particularly significant, however, that 53 per cent of developing countries reported such activities (see table 8): it is those countries where the onset of the demographic transition will have its greatest impact over the next decades. Where such programmes are available, Governments have reported that they deal primarily with the mass media and non-governmental organizations. The majority of countries have reported that they work with the educational systems, mainly at the primary and secondary levels, to provide education on ageing. This is in contrast to the third review and appraisal, in which the principal educational systems involved were post-secondary. Where education on ageing is present, the principal themes that are emphasized are the health and social needs of older persons, older persons as a societal and community resource, and intergenerational solidarity. Areas receiving significant but less attention are the need to support frail older persons and the special needs of caregivers, especially those in the family.

V. IMPLEMENTATION OF THE PLAN OF ACTION AT THE INTERNATIONAL LEVEL

A. Activities

71. The Department for Policy Coordination and Sustainable Development of the United Nations Secretariat serves as the global focal point on ageing, including coordinating preparations for the International Year of Older Persons, 1999. It coordinates activities of the United Nations entities concerned with ageing issues and cooperates with the global network of national coordinating mechanisms on ageing, as well as national and international non-governmental organizations, including the non-governmental organization committees on ageing in New York and Vienna. Since the previous review and appraisal, the Department has extensively explored opportunities to involve non-traditional actors, such as academia, the media and private business, particularly in the context of preparations for the International Year of Older Persons.

72. For the fourth review and appraisal, as for the third, United Nations entities were asked to indicate the types and levels of activities that they have undertaken to assist in implementing the Plan of Action. Thirteen entities submitted replies, compared with 14 in 1992. Only 2 of the 13 entities that replied in 1996 have indicated that they have incorporated programmes on ageing into their medium-term plans, down from 6 in 1992, and only one identified a relevant programme budget for the current biennium. Nine of the 13 entities, however, have designated a focal point for programmes related to ageing, and nine have reported that they have collaborated with non-governmental agencies on projects related to ageing (see table 9). Seven of the entities indicated that they would participate in future inter-agency meetings on ageing.

Table 9. International activities on ageing: United Nations entities, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

Reporting issue	All United Nations entities[a] Yes	Total	%
Programme on ageing incorporated in current medium-term plan	2 (6)	13 (14)	15 (43)
Focal point on ageing designated	9 (12)	13 (14)	69 (86)
Collaboration with non-governmental organizations on ageing-related projects	9 (11)	13 (14)	69 (78)
Activities on ageing engaged in since 1992			
Research	10 (9)	13 (14)	77 (64)
Publications	9 (7)	13 (14)	69 (50)
Reports	7 (7)	13 (14)	54 (50)
Development assistance	2 (4)	13 (14)	15 (29)
Advisory services	4 (5)	13 (14)	31 (36)
Training	3 (3)	13 (14)	23 (21)
Meetings	7 (4)	13 (14)	54 (29)
Database(s)	3 (4)	13 (14)	23 (29)
Activities undertaken to identify impact of ageing on national budgets or developmental activities			
Future size and distribution of older persons population	3 (3)	13 (14)	23 (21)
Future size of workforce	4 (2)	13 (14)	31 (14)
Future costs of pensions	2 (1)	13 (14)	15 (7)
Future costs of health care and social services for older persons	2 (4)	13 (14)	15 (29)
Consumption and its structure	1 (4)	13 (14)	8 (29)

Reporting issue	All United Nations entities[a] Yes	Total	%
Savings and investment	1 (3)	13 (14)	8 (21)
Projects undertaken to integrate the older persons into mainstream development activities			
Income-generating activities	1 (3)	13 (14)	8 (21)
Employment training and placement	1 (3)	13 (14)	8 (21)
Intergenerational activities	2 (3)	13 (14)	15 (21)
Older persons volunteer programmes	1 (4)	13 (14)	8 (29)
Educational and/or cultural programmes	13 (3)	13 (14)	100 (21)
Participation of the older persons in planning and development of services	2 (1)	13 (14)	15 (7)

[a] 1992 figures in parentheses.

73. The United Nations entities have reported that they have maintained a significant involvement in activities related to ageing since the third review and appraisal; at least half have been involved in research, publications, meetings and in the production of reports related to ageing. As in the third review and appraisal, development assistance, training, database development and advisory services have received less attention (see table 9).

74. Again, as with the third review and appraisal, United Nations entities have reported in the fourth review and appraisal that they have given some attention to the impact of individual and/or population ageing on a range of topics, including the future size of the workforce and the future size and distribution of the older persons population. Those areas of concerns are somewhat different from concerns in 1992, when more attention was given to the impact of ageing on consumption patterns and the future costs of health and social services. Activities related to the future cost of pensions, consumption and savings, and investment patterns are reported to have received the attention of only one or two entities. Limited attention has been given to projects for integrating the older persons into mainstream development. Where undertaken, most such projects have focused on educational and/or cultural programmes for older persons. United Nations entities reported less participation than in the third review and appraisal in the areas of income-generating activities, employment training and placement, and older persons volunteer programmes (see table 9).

75. In implementing the International plan of Action, the Department for Policy Coordination and Sustainable Development also cooperates with an international

network of non-governmental organizations, both dealing directly with older persons and serving other population groups. For the third review and appraisal, 23 non-governmental organizations submitted replies to a questionnaire on their activities. For the fourth review and appraisal, 55 non-governmental organizations replied. Forty-two of them (76 per cent) have reported that they have adopted a plan of action on ageing, and 27 (49 per cent) have set up an internal mechanism to develop and coordinate activities related to ageing. Half to two thirds of the organizations have been involved in activities related to ageing, including issuing publications, doing research, providing advisory services and training, participating in meetings and producing reports. As in the third review and appraisal, database development and development assistance are the least often reported activities (see table 10).

76. A number of the non-governmental organizations have reported that they have undertaken activities to identify the impact of ageing on national budgets and/or development. The major areas of concern are issues related to the future size and distribution of the older persons population, future costs of health care and social services for older persons, the future cost of pensions and the future size of the workforce. Non-governmental organizations have reported that they have been active in developing and supporting programmes for integrating older persons into mainstream development activities. Between one third and two thirds of all reporting organizations have reported that they had been engaged in intergenerational projects, older persons volunteer programmes, educational programmes and activities for older persons and services providers, educational and cultural programmes with older persons, and programmes involving older persons in the planning and development of services. Slightly less than one third of organizations have reported that they have been involved in income-generating activities and employment training and placement activities for the older persons (see table 10).

77. The clear message of the fourth review and appraisal is that there are numerous non-governmental organizations who are interested in and very active participants in a wide range of age-related activities. This is significantly different from the third review and appraisal, when only 23 organizations responded, many of which did not appear to be actively engaged in age-related activities. Tapping and maintaining the commitment, interest and expertise of those organizations is a major challenge and opportunity in fully implementing the Plan of Action. As reported in the third review and appraisal, many of those organizations, including the International Federation of Associations of Older Persons, the International Social Security Association, the American Association of Retired Persons, HelpAge International and the European Federation for the Welfare of Older Persons have reported that they have engaged in such activities as research; publications; meetings and consultations; older persons volunteer programmes involving ageing-related income-generating activities; and older persons employment development activities.

Table 10. International activities on ageing: non-governmental organizations, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

Reporting issue	All non-governmental organizations[a]		
	Yes	Total	%
Plan of action on ageing adopted	42 (9)	53 (23)	81 (39)
Internal mechanism set up to develop and coordinate ageing-related activities	27 (7)	53 (23)	51 (30)
Activities on ageing implemented since 1992			
Research	32 (7)	53 (23)	60 (30)
Publications	37 (9)	53 (23)	70 (39)
Reports	26 (7)	53 (23)	49 (30)
Development assistance	18 (6)	53 (23)	34 (26)
Advisory services	31 (5)	53 (23)	58 (22)
Training	31 (6)	53 (23)	58 (26)
Meetings	31 (7)	53 (23)	58 (30)
Database(s)	15 (4)	53 (23)	28 (17)
Activities undertaken to identify impact of ageing on national budgets or developmental activities			
Future size and distribution of older persons population	20 (2)	53 (23)	38 (9)
Future size of workforce	13 (1)	53 (23)	24 (4)
Future costs of pensions	13 (2)	53 (23)	24 (9)
Future costs of health care and social services for the older persons	20 (3)	53 (23)	28 (13)

Reporting issue	All non-governmental organizations[a]		
	Yes	Total	%
Consumption and its structure	8 (0)	53 (23)	15 (0)
Savings and investment	11 (1)	53 (23)	21 (4)
Projects undertaken to integrate the older persons into mainstream development activities			
Income-generating activities	15 (4)	53 (23)	28 (17)
Employment training and placement	17 (3)	53 (23)	32 (13)
Intergenerational activities	36 (9)	53 (23)	68 (39)
Older persons volunteer programmes	33 (10)	53 (23)	62 (43)
Educational and/or cultural programmes	31 (8)	53 (23)	58 (35)
Participation of the older persons in planning and development of services	22 (7)	53 (23)	42 (30)
Educational/activities/programmes	32[b]	53[b]	60[b]

[a] 1992 figures in parentheses.

[b] Not asked in 1992.

B. Priorities for cooperation

78. International cooperation through a range of support activities is one of the essential elements necessary to ensure that the goals of the Plan of Action will be achieved. Governments were asked to identify if they had received any international assistance in establishing programmes and projects on ageing over the past few years, whether they anticipated seeking such assistance, and if so in what priority areas. As in the third review and appraisal, about one third of the Governments have stated that, in developing or implementing their policies and programmes on ageing, they have received assistance from either international governmental or non-governmental organizations. As might be suspected, a much higher percentage of developing countries (44 per cent) than developed countries (19 per cent) have reported that they have received some international assistance in support of their programmes on ageing.

79. Despite the limited nature of the international assistance received, more than three quarters of developing countries and one third of developed countries reporting have anticipated a need for international cooperation in the form of direct assistance (technical, educational or financial) to establish or expand age specific policies and programmes over the next four years. That level is down slightly (60 per cent from 72 per cent) from the anticipated needs reported by all participated countries in 1992. Developed countries have attached the highest priority to policy and programme formulation, analysis of the implications of population ageing on development, and the exchange of knowledge and experience. Developing countries, with their significantly higher levels of anticipated interest in international cooperation and assistance, have focused, in order of priority, on the establishment of income-generating projects, training of health-care providers, formulation of policies and programmes on ageing, exchange of knowledge and information, and establishment of health-care services for older persons. For all countries and areas included in the analysis, the areas in which assistance is sought through international cooperation are listed below, in order of priority (see table 11):

(a) Establishment of income-generating projects for older persons;

(b) Exchange of knowledge and experience;

(c) Formulation and evaluation of policies and programmes on ageing;

(d) Research and policy analysis on the implications of population ageing for development;

(e) Establishment of health-care services for older persons;

(f) Training of health-care providers for older persons;

(g) Data collection and processing;

(h) Establishment of educational, cultural and training projects for older persons;

(i) Establishment of volunteer programmes for older persons;

(j) Training of indigenous scholars on ageing.

80. The priority areas in which assistance will be sought have remained consistent in both the third and the fourth review and appraisal. Although already an important priority in the third review and appraisal, it is interesting that the establishment of income-generating projects has been identified as the highest priority in the fourth review and appraisal. That may reflect the concerns that developing countries have expressed throughout the questionnaire about expanding the role of and opportunities for older persons in development. Countries continue to be interested in the knowledge and expertise exchange, seeking to establish what they can learn from one another. Concerns about policy and programme formulation, as well as research on the interplay of population ageing and development, remain high priority concerns. On the other hand, the establishment of volunteer programmes and educational and cultural

projects for older persons, although important, do not appear to be high on the priority list for international assistance by countries. It is clear that many Governments anticipate a need for international cooperation and assistance in addressing ageing concerns. There is clearly a significant challenge and opportunity for international agencies, both governmental and non-governmental, to provide the support that will help countries, in both the public and private sectors, respond to the range of identified priority concerns.

Table 11. International cooperation in the field of ageing, based on replies to the 1996 questionnaires on the fourth review and appraisal of the implementation of the International Plan of Action on Ageing

	Replies from all countries and areas[a]			Replies from all developed countries and areas[a]			Replies from all developing countries and areas[a]		
Reporting issue	Yes	Total	%	Yes	Total	%	Yes	Total	%
Government received international assistance for programmes and projects on ageing	19 (23)	55 (70)	35 (33)	4 (2)	21 (16)	19 (12)	15 (21)	34 (54)	44 (39)
Government received assistance from international non-governmental organizations	18 (22)	55 (69)	33 (32)	5 (2)	21 (16)	24 (12)	13 (20)	34 (53)	38 (38)
Government anticipates need for international cooperation in the form of direct assistance in ageing in the next four years	33 (49)	55 (68)	60 (72)	7 (5)	21 (16)	33 (31)	26 (44)	34 (52)	77 (85)

Overall priority areas for international cooperation in the form of direct assistance in ageing in next four years

	Replies from all countries and areas				
	High priority accorded by the Government		Low priority accorded by the Government		
	Yes	%	Yes	%	Total
Formulation and evaluation of policies and programmes on ageing	27 (28)	73 (78)	5 (8)	14 (22)	37 (36)
Training of indigenous scholars on ageing	17 (25)	49 (68)	9 (12)	26 (32)	35 (37)

	Replies from all countries and areas				
	High priority accorded by the Government		Low priority accorded by the Government		
	Yes	%	Yes	%	Total
Training of health-care providers for older persons	23 (31)	66 (78)	9 (9)	26 (22)	35 (40)
Data collection and processing	21 (30)	66 (79)	7 (8)	22 (21)	32 (38)
Research and analysis on the implications of population ageing for development	23 (32)	68 (80)	6 (8)	18 (20)	34 (40)
Establishment of income-generating projects for older persons	25 (30)	78 (81)	3 (7)	9 (19)	32 (37)
Establishment of health-care services for older persons	22 (30)	67 (75)	6 (10)	18 (25)	33 (40)
Establishment of educational, cultural and training projects for older persons	20 (22)	61 (59)	9 (15)	27 (41)	33 (37)
Establishment of volunteer programmes for older persons	20 (24)	61 (63)	10 (14)	30 (37)	33 (38)
Exchange of knowledge and experience	24 (35)	75 (83)	5 (7)	16 (17)	32 (42)

[a] 1992 figures in parentheses.

VI. PREPARATION FOR THE INTERNATIONAL YEAR OF OLDER PERSONS, 1999

81. In preparation for the International Year of Older Persons in 1999, countries were asked to identify the focal point that would liaise with the United Nations and act as a catalyst for multilevel collaboration for the Year. Of the 55 countries that participated in the review, 18 (8 developed and 10 developing countries) have identified a national focal point for the Year. Those countries have also indicated a preliminary estimation of the relevance of the four facets of the conceptual framework for the Year (see table 12). Of the developed countries reporting, all expressed support for the four facets of the conceptual framework. Only the development and ageing of populations was noted as not relevant by one country. The same pattern held for developing countries, with one country viewing lifelong individual development and another development and the ageing of populations as not relevant. In both developed and developing countries, the situation of older persons was most often identified as especially relevant.

Table 12. Relevance of the conceptual framework for preparations for the International Year of Older Persons to countries that participated in the fourth review and appraisal

Facets of the conceptual framework	Developed countries				Developing countries			
	Especially relevant	Relevant	Not relevant	No response	Especially relevant	Relevant	Not relevant	No response
Situation of older persons	4	1	0	3	7	0	0	3
Lifelong individual development	3	2	0	3	4	2	1	3
Multigenerational relationships	3	2	0	3	1	6	0	3
Development and the ageing of populations	3	1	1	3	3	3	1	3

82. Within the United Nations system, nine focal points for the International Year of Older Persons have been identified: including the Division for Advancement of Women of the United Nations Secretariat; the Economic Commission for Africa; the Economic Commission for Europe; the Economic and Social Commission for Western Asia; the International Labour Organization; the International Research and Training Institute for the Advancement of Women; the International Monetary Fund; the United Nations International Drug Control Programme; and the World Health Organization. Twelve United Nations entities have assessed the relevance of the four facets of the conceptual framework, three of which have indicated that each of the four facets was relevant or especially relevant (see table 13).

83. Non-governmental organizations appear to have a significant interest and commitment to the International Year. Sixteen non-governmental organizations have identified at least one focal point for the Year. Among those organizations, 11 have indicated that projects or studies will be undertaken in three areas of the conceptual framework: the situation of older persons; lifelong individual development; and the relationship between population ageing and development (see table 14). Eight organizations are planning projects or studies on multigenerational relationships. That very active agenda includes projects or studies ranging from international to country-specific in scope. At the international level, they will address, among other issues, issues of raising an awareness of ageing at international events, older women, and exploring the images of ageing. Several major international non-governmental organizations concerned with ageing, including the American Association of Retired Persons, the International Association of Gerontology, the International Federation on Ageing, and the International Federation of Associations of Older Persons, have begun activities for the Year. At the country level, priority issues have included multigenerational relations, caring for the aged, reducing poverty among the aged, creating a better understanding of the situation of older persons, establishing an active agenda on ageing, and developing a country-wide process for implementing the United Nations Principles for Older Persons.

Table 13. Relevance of the conceptual framework for preparations for the International Year of Older Persons to the work of United Nations specialized agencies or bodies that participated in the fourth review and appraisal

Facets of the conceptual framework	Especially relevant	Relevant	Not relevant	No response
Situation of older persons	6	3	2	1
Lifelong individual development	5	5	1	1
Multigenerational relationships	8	2	2	0
Development and the ageing of populations	6	4	2	0

Table 14. Relevance of the conceptual framework for preparations for the International Year of Older Persons to the work of non-governmental organizations that participated in the fourth review and appraisal

Facets of the conceptual framework	Especially relevant or relevant[a]
Situation of older persons	11
Lifelong individual development	11
Multigenerational relationships	8
Development and the ageing of populations	11

[a] Non-governmental organizations, unlike countries and United Nations entities, were not asked to rate the relevance of facets of the conceptual framework.

VII. CONCLUSIONS AND RECOMMENDATIONS

84. Fifty-five countries responded to the 1996 questionnaire, on which the latest findings are based; 72 countries participated in the 1992 questionnaire. Annex I shows which countries responded to each of the four reviews undertaken to date. Only 12 countries, it may be noted, have responded to all four questionnaires (7 developed and 5 developing countries).

85. The findings of each review have been consistent: each showed that some modest progress had been made in implementing the Plan of Action; however, implementation remains a largely incomplete task, particularly in developing countries.

86. Thirteen United Nations entities (see annex II) and 55 non-governmental organizations (see annex III) also responded to the questionnaire. Their contributions provide a background to appraising the activities of States. In many cases, States have engaged the non-governmental sector in programme planning and implementation at the national level. The organizations and bodies of the United Nations system have acted as an early warning system for demographic ageing, on the one hand, and as forums for the elaboration of standards, facilitated by the exchange of innovations and good practices, on the other. Some have provided technical assistance to developing countries.

87. As of December 1996, 18 countries (8 developed and 10 developing) have reported establishing national focal points for the International Year of Older Persons, as have eight United Nations entities and 16 non-governmental organizations. It is envisaged that, as part of the Year's activities, national experts could be invited to analyse the review and appraisal process and determine whether its findings are useful and its current methodology effective.

88. The fourth review and appraisal is based closely on the International Plan of Action on Ageing, but interpretations of the survey questions vary greatly among States. That difference of interpretation, however, is not apparent in questionnaire responses, and consequently is not discussed in the review document. Also, since the sample of countries responding is not identical, overall progress is difficult to assess. Finally, it should be noted that the review is a self-reporting exercise; it is not an independent evaluation of the impact of policy interventions.

89. In the future, other approaches to the review exercise could be explored, including household surveys and the elaboration of socio-economic indicators. The advantage of household surveys is that they can directly reflect the situation of a targeted population group, such as older persons; the main disadvantage is the high cost of such surveys.

90. There are already several well established indicators of demographic ageing with socio-economic implications, such as indicators in the speed of ageing and old-age dependency ratios. One of the ageing-specific indicators - life expectancy - has been an important component of the human development index (HDI). New indicators are now needed that capture the impact of national efforts to respond to population ageing. Such indicators could provide the

basis of an ageing index, similar to HDI, the gender-related development index (GDI) and the gender empowerment measure (GEM).

91. In view of the similar findings of each of the first four reviews and the inherent weakness of a review that is self-reporting and voluntary, it might be advisable to consider complementing the review in the future by conducting sample household surveys in each region, and/or by elaborating a global ageing index based on already available information. The cost-effectiveness of such an approach could be assessed by a consultant in time for the Commission for Social Development to decide at its thirty-sixth session, in 1999, on how to conduct the fifth survey that is due in 2001.

92. Meanwhile, Governments have welcomed the guide to setting national targets on ageing contained in the report of the Secretary-General entitled "Global targets on ageing for the year 2001: a practical strategy" (A/47/339). The suggested national targets have proved useful as a basis for national programmes in countries as diverse as Jamaica and Finland. National targets are derived from the recommendations of the Plan of Action, and are harmonized with the review questionnaire. Any revision of the review process should take national targets into account.

93. The eight global targets on ageing, designed to support national target-setting, could be integrated into an operational framework for the International Year of Older Persons, 1999, and the review of the Year in 2001. The constituent elements of each global target could serve both the activities of the Year and the achieving of those targets, and could include enabling steps, participating entities, suggestions for resource mobilization and evaluation.

94. While the review and appraisal process continues to move in four-year increments, two demographic trends suggest that a longer-range vision is imperative. First, the speed of ageing in developing countries: some developing countries are projected to increase the number of their older persons almost 10 times faster than developed countries. Second, the old-age dependency ratio in developed economies: by 2050, that ratio is estimated to reach 56 in Japan and 69 in Italy. Thus, measures to promote implementation of the Plan of Action would best be conceived within a long-term perspective to the year 2020 - a 2020 strategy - that elaborates concepts, outlines principles and suggests policy options based on the International Plan of Action on Ageing and the United Nations Principles for Older Persons. Such a strategy should be guided by the vision of a society for all ages, a society that promotes individual lifelong development and multigenerational cohesion, even as it promotes foresight and self-reliance among individuals and a cohort perspective among policy makers.

Notes

[1] See Report of the World Assembly on Ageing, Vienna, 26 July to 6 August 1982 (United Nations publication, Sales No. E.82.I.16), chap. VI.

[2] Of which 53 were received in time to be considered in the fourth review and appraisal.

[3] The World Ageing Situation 1991 (ST/CSDHA/14), part one, chap. II.

[4] See United States of America, Department of Commerce, Bureau of the Census, "An Aging World II", International Population Reports, pp. 25, 92-93 (Washington, D.C., US Government Printing Office, 1992).

Annex I

GOVERNMENT PARTICIPATION IN THE REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE INTERNATIONAL PLAN OF ACTION ON AGEING, 1984, 1988, 1992 AND 1996

Countries and areas	1984	1988	1992	1996
Albania	-	-	+	+
Argentina	+	-	+	-
Australia	+	-	+	+
Austria	-	-	-	+
Bahamas	-	+	-	+[a]
Bahrain	+	+	+	+
Bangladesh	-	+	-	+
Barbados	+	-	-	-
Belarus	-	-	+	-
Belgium	+	+	+	-
Belize	+	-	-	-
Benin	+	-	+	-
Bermuda	+	-	-	-
Bolivia	-	-	+	-
Botswana	+	-	-	-
Brazil	-	-	-	+
Brunei Darussalam	-	+	-	-
Bulgaria	+	-	-	-
Burkina Faso	+	+	+	+
Burundi	-	-	+	-
Cambodia	-	-	-	+
Canada	+	+	+	-
Cape Verde	-	-	+	-
Cayman Islands	+	-	-	-
Central African Republic	-	-	+	-
Chile	-	+	+	-

Countries and areas	1984	1988	1992	1996
China	-	+	+	+
Colombia	+	+	+	-
Congo	+	-	+	-
Costa Rica	+	+	+	-
Côte d'Ivoire	+	-	+	-
Cuba	+	+	+	-
Curacao	-	-	+	-
Cyprus	+	+	+	+
Czech Republic	+	+	+	+
Denmark	+	+	+	+
Djibouti	+	-	-	-
Dominican Republic	+	+	-	+
Ecuador	+	-	+	+
Egypt	+	+	+	-
El Salvador	+	-	+	+
Equatorial Guinea	-	-	+	-
Estonia	-	-	-	+
Ethiopia	+	+	-	+
Finland	+	+	+	+
Germany	+	-	+	+
Ghana	-	+	-	+
Greece	+	-	+	+
Guatemala	+	+	+	-
Guinea	-	-	+	+
Guyana	-	-	+	-
Haiti	+	-	-	-
Hong Kong	-	-	+	-
Honduras	-	-	-	+
Hungary	-	+	+	-
Iceland	-	-	+	-
India	-	+	-	-

Countries and areas	1984	1988	1992	1996
Iran (Islamic Republic of)	-	+	-	+
Iraq	+	+	-	+
Ireland	+	-	+	-
Israel	-	+	+	+
Italy	+	+	+	-
Jamaica	+	+	+	+
Japan	+	+	+	+
Jordan	+	-	+	+
Kenya	+	+	-	+
Kuwait	+	-	-	-
Lao People's Democratic Republic	-	-	+	-
Latvia	-	-	-	+
Lebanon	-	-	+	-
Lesotho	-	-	+	-
Liechtenstein	-	-	+	+
Luxembourg	+	-	-	-
Madagascar	-	+	-	-
Malawi	-	-	-	+
Malaysia	-	-	+	+
Mali	-	-	+	+
Malta	-	-	+	-
Marshall Islands	-	-	-	+
Mauritania	-	+	+	-
Mauritius	+	-	+	-
Mexico	-	+	+	+
Monaco	-	-	-	+
Morocco	+	+	+	-
Mozambique	-	-	+	-
Myanmar	+	-	+	-
Netherlands	-	+	-	+

Countries and areas	1984	1988	1992	1996
New Zealand	+	+	-	+
Nicaragua	-	+	+	-
Niger	-	-	+	-
Nigeria	+	-	+	-
Norway	+	+	-	-
Oman	+	+	+	+
Pakistan	+	-	+	-
Panama	-	+	+	-
Paraguay	-	-	+	-
Peru	+	-	+	+
Philippines	+	+	+	-
Portugal	+	-	+	+[a]
Qatar	-	+	+	-
Republic of Korea	-	+	-	-
Romania	+	+	-	-
Russia	+	+	-	-
Rwanda	-	+	-	-
Saint Lucia	-	-	+	-
Samoa	+	-	-	-
San Marino	-	-	-	+
Sao Tome and Principe	+	-	-	-
Saudi Arabia	+	-	-	-
Senegal	+	+	-	-
Singapore	+	+	-	-
Slovakia	+	+	+	+
South Africa	-	-	+	+
Spain	+	+	+	+
Sri Lanka	+	-	+	+
Swaziland	+	-	-	-
Sweden	+	-	+	+
Switzerland	-	+	+	-

Countries and areas	1984	1988	1992	1996
Syrian Arab Republic	-	+	-	+
Thailand	+	-	+	+
Togo	+	-	-	-
Trinidad and Tobago	+	-	+	+
Tunisia	-	-	+	-
Turkey	+	+	+	+
Uganda	+	-	-	-
Ukraine	+	-	-	+
United Kingdom of Great Britain and Northern Ireland	+	-	-	-
United Republic of Tanzania	+	+	+	-
United States of America	-	-	-	+
Uruguay	+	+	+	-
Vanuatu	+	-	-	-
Venezuela	+	-	-	-
Viet Nam	-	-	+	-
Yemen	-	+	-	-
Yugoslavia	+	+	-	-
Zambia	+	+	+	-
Zimbabwe	-	-	-	+

Note. A plus sign (+) indicates participation, a minus sign (-) non-participation.

[a] Reply received too late to be analysed in the present report.

Annex II

UNITED NATIONS AND AFFILIATED ENTITIES THAT SUBMITTED REPLIES TO THE 1996 QUESTIONNAIRE ON THE FOURTH REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE INTERNATIONAL PLAN OF ACTION ON AGEING

Division for the Advancement of Women of the United Nations Secretariat

United Nations Centre for Human Rights

United Nations Centre for Human Settlements (Habitat)

United Nations Development Programme

Economic Commission for Africa

Economic Commission for Europe

Economic and Social Commission for Western Asia

United Nations International Drug Control Programme

International Labour Organization

International Monetary Fund

International Research and Training Institute for the Advancement of Women

World Health Organization

Annex III

NON-GOVERNMENTAL ORGANIZATIONS THAT SUBMITTED REPLIES TO THE 1996 QUESTIONNAIRE ON THE FOURTH REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE INTERNATIONAL PLAN OF ACTION ON AGEING

The list set out below includes both national and international non-governmental organizations that replied to the questionnaire. Country of location is shown for national organizations only.

The Abbeyfield Society (United Kingdom)

Age Action (Ireland)

Alicia Moreau de Justo Foundation (Argentina)

Alzheimer National Association (Romania)

American Association of Retired Persons (United States)

AMAM (Asociacion Mexicana De Adulto Mayores) (Mexico)

Asociacion Gerontologica Costrarriceuse (Coalition '99 Network) (Costa Rica)

Bangladesh Association for the Aged, Institute of Geriatric Medicine (Bangladesh)

Beneficium (Slovakia)

Care and Nursing Home Advice Service-Florida (United States)

Centre for Gerontological Studies (India)

Centro De Estudios Para El Climaterio (Argentina)

CLEIRPPA (Centre de liaison d'études, d'informations et de recherches sur les problémes des personnes agées) (France)

Commission femmes et monde vieillissant (CFFB) (Belgium)

Confederation des pensioners socialistes-Belgique (Belgium)

Consultora Y Centro De Capacitcion (Chile)

Council on the Ageing (Australia)

Croatian Pensioners Party (Croatia)

Elderhostel (Canada)

Elderly Women's Activities Center (Lithuania)

Eurolink Age

FETAG (Panafrican Foundation for Childhood and Old Age Protection)

FIAPA (Federation Internationale des Associations de Personnes Agees)

Foundation for Social Development for Senior Citizens (Japan)

Gray Panthers (United States)

Geriatric Medicine Department, Madras College (India)

Helpage International: Cambodia Programme

Helpage Sri Lanka

Helpage Zimbabwe

International Association of Gerontology

International Council of Nurses

International Institute for Applied Systems Analysis

International Institute on Ageing

Institute of Gerontology, University of Malta (Malta)

International Institute for Human Resources Development (United States)

International Senior Citizens Association

InterRAI Inc., Hackensack University Medical Center (United States)

International Social Security Association

Japan Aging Research Center (Japan)

Les Panthères grises (France)

National Council for the Elderly (Hungary)

National Council of Social Service (Singapore)

Nomme Liberty Baptist Church (Estonia)

Parliamento de la Tercers (Argentina)

Samathuva Samudhayam (India)

Second Half of Life Foundation (Argentina)

Soroptimist International

Society of St. Vincent de Paul (Trinidad and Tobago)[a]

Sri Lanka Government Pensioners' Welfare Organization (Sri Lanka)

Third Age Challenge Trust (United Kingdom)

Vienna NGO Committee on Ageing (Austria)

World Federation of Methodist Women

Wonderful Aging Club Tokyo (Japan)

World Veterans Federation

Zivot 90 Prague (Czech Republic)

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[a] Reply received too late to be included in the present report.